

DCPL #59 Influence DC

SPHERE OF INFLUENCE STUDY

DALY CITY / TOWN OF COLMA VICINITY including special districts

LOCAL
HISTORY

ATED LOCAL AGENCY FORMATION COMMISSION • NOV 1975

R
352,96
S



For Reference
Not to be taken from this room



November 14, 1975

TO: Members, Formation Commission
FROM: Executive Officer

I am pleased to submit to you the staff recommendations for local agency sphere of influence designations in the Daly City/Town of Colma vicinity. This staff report represents the first attempt in San Mateo County to analyze concurrently city and special district spheres of influence within a "community of interest". It is also the first attempt by the San Mateo Local Agency Formation Commission to make a sphere of influence designation subject to the California Environmental Quality Act of 1970.

The spheres of influence, after adoption, should be used by the Commission as one factor in making decisions on future proposals. The Commission may recommend governmental reorganizations to particular agencies in the county using the sphere of influence as the basis for such recommendations.

State law also calls for the Commission to periodically review and update these spheres of influence.

This study should also serve as a governmental service "report to the people" in the Daly City/Town of Colma area. Too often citizens are unaware of what services governmental agencies provide at what cost. This study should stimulate public discussion about the provision and cost of these services to the people in this area.

Staff wishes to thank all of the many contributors of the county and city governments, special district staffs, private groups and individuals whose cooperation made this work possible.

I am confident that the information and recommended sphere of influence designations in this report will provide a basis for effective future decision making by the Formation Commission on proposed changes of governmental organizations in this area.

B. SHERMAN COFFMAN
Executive Officer

BSC/jb



SPHERES OF INFLUENCE STUDY
FOR THE DALY CITY/TOWN OF COLMA VICINITY
INCLUDING SPECIAL DISTRICTS

SAN MATEO LOCAL AGENCY FORMATION COMMISSION

Regular Members

Mrs. Jean Fassler, Board of Supervisors
William H. Royer, Board of Supervisors
Mary W. Henderson, City Member - Chairman
McRobert Stewart, City Member
John P. Lindley, Public Member

Alternate Members

John Ward, Board of Supervisors
A. C. "Bud" Harrison, City Member
Linda Craig, Public Member

Staff

B. Sherman Coffman, Executive Officer
Thomas F. Casey, Legal Counsel
F. David Carr, Study Coordinator
Michael D. Johnson, Administrative Analyst
Joan Barnes, Clerk to the Commission
Abigail B. Klein, Clerk Stenographer

REPORT OF THE STUDY
FOR THE CITY OF COLIMA
IN THE SPECIAL DISTRICTS

THE LOCAL MARKET RESEARCH COMMISSION

Regular Members

Mrs. Juan Paez, Board of Supervisors
William H. Weyer, Board of Supervisors
Harry W. Henderson, City Member - Chairman
Robert Stewart, City Member
John P. Lindsay, Public Member

Alternate Members

John Ward, Board of Supervisors
A. C. "Bud" Harrison, City Member
Linda Craig, Public Member

Staff

E. Sherman Coffman, Executive Officer
Thomas F. Casey, Legal Counsel
P. David Carr, Study Coordinator
Michael D. Johnson, Administrative Analyst
John Barnes, Clerk to the Commission
Abigail S. Klein, Clerk Typographer

TABLE OF CONTENTS

<u>Section</u>	<u>Page</u>
I. INTRODUCTION	I- 1
II. SUMMARY OF RECOMMENDATIONS	II- 1
III. ENVIRONMENTAL ASSESSMENT	
SUMMARY	III- 1
A. INTRODUCTION	III- 2
B. PROJECT DESCRIPTION	III- 6
C. DESCRIPTION OF ENVIRONMENTAL SETTING	
1. Land Use and General Plans	III- 7
2. Physiography	
a. Geology	III-16
b. Soils	III-19
c. Hydrology	III-20
3. Vegetation and Wildlife	III-25
4. Social Systems	
a. Demography	III-27
b. Employment	III-32
c. Housing	III-35
5. Existing Community Services	
a. Transportation	III-37
b. Water	III-41
c. Sewer	III-43
d. Solid Waste	III-44
e. Police and Fire Protection	III-46
f. Education	III-48
D. IDENTIFICATION OF ENVIRONMENTAL IMPACTS	
1. General	III-50
2. Land Use Impacts	III-50
3. Community Service Impacts	III-52
a. Transportation	III-52
b. Water	III-52
c. Sewer	III-53
d. Solid Waste	III-53
e. Police and Fire Protection	III-54
f. Education	III-55
4. Fiscal Impacts	III-55
E. CONCLUSION	III-56

TABLE OF CONTENTS, Cont'd.

<u>Section</u>	<u>Page</u>
IV. FRAMEWORK FOR CITY AND SPECIAL DISTRICT ANALYSIS	
A. PRIMARY SUBJECT UNINCORPORATED AREA - BROADMOOR AND UNINCORPORATED COLMA	IV- 1
1. Demographic Comparisons and Area Planning	IV- 1
2. Description of Services Within the Subject Area	IV- 5
B. DESCRIPTION OF SERVICES WITHIN THE SECONDARY UNINCORPORATED AREAS	IV- 7
V. CITY SPHERE OF INFLUENCE REPORTS	
A. DALY CITY	
1. Brief History and General Background	V- 1
2. Services	V- 2
3. Organizational Structure	V-18
4. Finances	V-18
5. Political Participation	V-21
6. Analysis	V-22
7. Recommendation	V-36
B. COLMA	
1. Brief History and General Background	V-39
2. Services	V-39
3. Organizational Structure	V-43
4. Finances	V-43
5. Political Participation	V-45
6. Analysis	V-47
7. Recommendation	V-53
VI. SPECIAL DISTRICT SPHERE OF INFLUENCE REPORTS	
A. NORTH SAN MATEO COUNTY SANITATION DISTRICT	
1. Brief History and General Background	VI- 1
2. Services	VI- 2
3. Organizational Structure	VI- 5
4. Finances	VI- 7
5. Political Participation	VI- 9
6. Analysis	VI-10
7. Recommendation	VI-13

TABLE OF CONTENTS, Cont'd.

<u>Section</u>	<u>Page</u>
VI. B. BAYSHORE SANITARY DISTRICT	
1. Brief History and General Background	VI-15
2. Services	VI-16
3. Organizational Structure	VI-18
4. Finances	VI-20
5. Political Participation	VI-22
6. Analysis	VI-23
7. Recommendation	VI-24
C. COLMA FIRE PROTECTION DISTRICT	
1. Brief History and General Background	VI-26
2. Services	VI-26
3. Organizational Structure	VI-28
4. Finances	VI-29
5. Political Participation	VI-31
6. Analysis	VI-32
7. Recommendation	VI-33
D. BROADMOOR POLICE PROTECTION DISTRICT	
1. Brief History and General Background	VI-35
2. Services	VI-36
3. Organizational Structure	VI-37
4. Finances	VI-38
5. Political Participation	VI-40
6. Analysis	VI-42
7. Recommendation	VI-43
E. DIMOND PUBLIC UTILITY DISTRICT	
1. Brief History and General Background	VI-45
2. Services and Organizational Structure	VI-45
3. Finances	VI-46
4. Political Participation	VI-48
5. Analysis	VI-49
6. Recommendation	VI-50
F. COLMA HIGHWAY LIGHTING DISTRICT	
1. Brief History and General Background	VI-52
2. Services and Organizational Structure	VI-52
3. Finances	VI-53
4. Political Participation	VI-53
5. Analysis	VI-55
6. Recommendation	VI-56

TABLE OF CONTENTS, Cont'd.

NOTES

- APPENDIX A San Mateo County LAFCo Sphere of Influence Guidelines
- APPENDIX B Legal Service Capabilities of Public Agencies
- APPENDIX C Daly City "Administrative Planning Budget",
for Recreation Facilities, Parks and Open
Space, 1975

LIST OF TABLES

<u>Table</u>	<u>PAGE</u>
1 Daly City Acreage by Zoning and Land Use	III-11
2 Annual Volumes of Water Pumped and Purchased by the City of Daly City, 1943 - 1974	III-22
3 Estimated Total Annual Pumpage from the Daly City Aquifer for 1969	III-24
4 Population of Daly City, 1910 to 1975	III-28
5 General Population Characteristics of Daly City, Colma and the Region - 1970	III-29
6 Daly City Age Composition: 1960, 1967 and 1970	III-31
7 Daly City - Percent Distribution Comparison of Employed Population Fourteen Years and Over by Occupation, 1960 and 1970	III-34
8 Bayshore Freeway (Route 101) 1974 Traffic Volumes (Vehicles)	III-39
9 I - 280 1974 Traffic Volumes (Vehicles)	III-40
10 North San Mateo County Sanitation District Annual Average Waste Characteristics and Loading Summary	III-45
11 Private and Public Schools, Daly City and Colma	III-49
12 Daly City Percent Distribution of Water Demand by Source, 1970-74	V- 4
13 Daly City Water System Expenses	V- 6
14 Daly City Fire Station Summary	V-10
15 Daly City Fire Apparatus Summary	V-13
16 Daly City Actual Revenues and Expenditures, 1970/71 - 1974/75	V-20
17 Comparison of Water Rates by Provider, 1975	V-25
18 Comparative Tax Rates of Primary Unincorporated Areas and Daly City, 1975/76	V-35
19 Comparative Tax Rates of Secondary Unincorporated Areas and Daly City, 1975/76	V-37
20 Town of Colma Actual Revenues and Expenditures, 1970/71 - 1974/75	V-44
21 North San Mateo County Sanitation District Actual Revenues and Expenditures, 1970/71 - 1974/75	VI- 8

LIST OF TABLES, Cont.

Table

Page

- | | | |
|----|---|-------|
| 22 | Bayshore Sanitary District Actual Revenues and Expenditures, 1970/71 - 1974/75 | VI-21 |
| 23 | Colma Fire Protection District, Actual Revenues and Expenditures, 1970/71 - 1974/75 | VI-30 |
| 24 | Broadmoor Police Protection District, Actual Revenues and Expenditures, 1970/71 - 1974/75 | VI-39 |
| 25 | Dimond Public Utility District, Actual Revenues and Expenditures, 1970/71 - 1974/75 | VI-47 |
| 26 | Colma Highway Lighting District, Actual Revenues and Expenditures, 1970/71 - 1974/75 | VI-54 |

LIST OF FIGURES

<u>Figure</u>		<u>Page</u>
1	General Plan and Land Use Map, Town of Colma	III-14
2	Existing Land Use and Zoning Map, Town of Colma	III-15
3	Map of San Francisco and Vicinity	III-38
4	Map of Broadmoor/Unincorporated Colma Area	IV- 2
5	Fire Station Location, Daly City/Broadmoor Vicinity	V-12
6	Daly City Organizational Structure	V-19
7	Daly City Water System - Water Rate Study	V-27
8	Recommended Daly City Sphere of Influence and Urban Service Area	V-38
9	Recommended Town of Colma Sphere of Influence and Urban Service Area	V-54
10	North San Mateo County Sanitation District Boundary and Recommended Sphere of Influence	VI-14
11	North San Mateo County Sanitation District Organizational Chart, 1974/75	VI- 6
12	Bayshore Sanitary District Boundary	VI-25
13	Colma Fire Protection District Boundary	VI-34
14	Broadmoor Police Protection District Boundary	VI-44
15	Dimond Public Utility District Boundary	VI-51
16	Colma Highway Lighting District Boundary	VI-57

I. INTRODUCTION



I. INTRODUCTION

The report which follows is presented as part of a process mandated by Section 54774 of the Knox-Nisbet Act of the California State Government Code. As stated in this Section, "In order to carry out its purposes and responsibilities for planning and shaping the logical and orderly development and coordination of local governmental agencies so as to advantageously provide for the present and future needs of the county and its communities, the local agency formation commission shall develop and determine the sphere of influence of each local governmental agency^{*} within the county. As used in this section, "sphere of influence" means a plan for the probable ultimate physical boundaries and service area of a local governmental agency".

This report represents the first attempt to designate city spheres of influence while including sphere of influence designations for special districts. In the late 1960's, the Formation Commission held a series of public hearings and made sphere of influence designations for cities in the county. No sphere of influence designation was considered for a special district prior to 1971, when Section 54774 of the Government Code was amended to require a sphere of influence determination for all local agencies. In response to this legislative mandate, the San Mateo County Local Agency Formation Commission began drawing up its policies for sphere of influence determinations. These policies were last revised by the Commission on June 18, 1975, and are included in Appendix A of this report.

* Government Code Section 54775(h) defines local agency as a city or special district.

On February 19, 1975, the San Mateo County Local Agency Formation Commission initiated a sphere of influence program for Daly City and vicinity. In developing a sphere of influence program under the Commission's recently revised general policies and criteria (June 1975), it has been necessary to look at the broader "community of interest" in the Daly City area. This "community of interest" includes an area where common or inter-related economic, environmental, geographical and social interests can be shown.

The focus of this study consists of examining the needs of the Broadmoor and unincorporated Colma community and how these needs are presently being satisfied by existing agencies in the area, and what can be anticipated in the future in the way of service for this community by existing local agencies. After assessing the relationship between present and future needs of this community to present and anticipated levels of services provided by existing local agencies, an appropriate sphere of influence determination will be made by the Commission for each local agency. In making this determination, the following possible designations should be considered by the Commission:

1. Zero sphere of influence
2. Status quo sphere of influence
3. Expanded sphere of influence

The Commission recognizes a need to provide for a staging of urban development within a designated sphere of influence, since a sphere of influence delineates limits of probable growth over a twenty-year period. The urban service area policy (Section VI of the General Policies and Criteria for the Development and Determination of Spheres of Influence), adopted by the Formation Commission, avoids possible urban

sprawl by designating areas for compact urban growth within a sphere of influence. The urban service area consists of territory now served by urban facilities, utilities and service agencies or capable of receiving such services within the next five years. Due to the highly urbanized nature of land within this Daly City/Town of Colma study area, it is practical to consider a sphere of influence as being coterminous with the urban service area.

With the recommended city spheres of influence, in Section V of this report, it should be recognized that the sphere of influence is coterminous with the urban service area as defined and provided for in the Commission's adopted sphere of influence policies.

This sphere of influence study for the Daly City/Town of Colma area includes an analysis and sphere of influence recommendation for the following local agencies:

- City of Daly City
- Town of Colma
- North San Mateo County Sanitation District
- Bayshore Sanitary District
- Broadmoor Police Protection District
- Colma Fire Protection District
- Dimond Public Utility District
- Colma Highway Lighting District

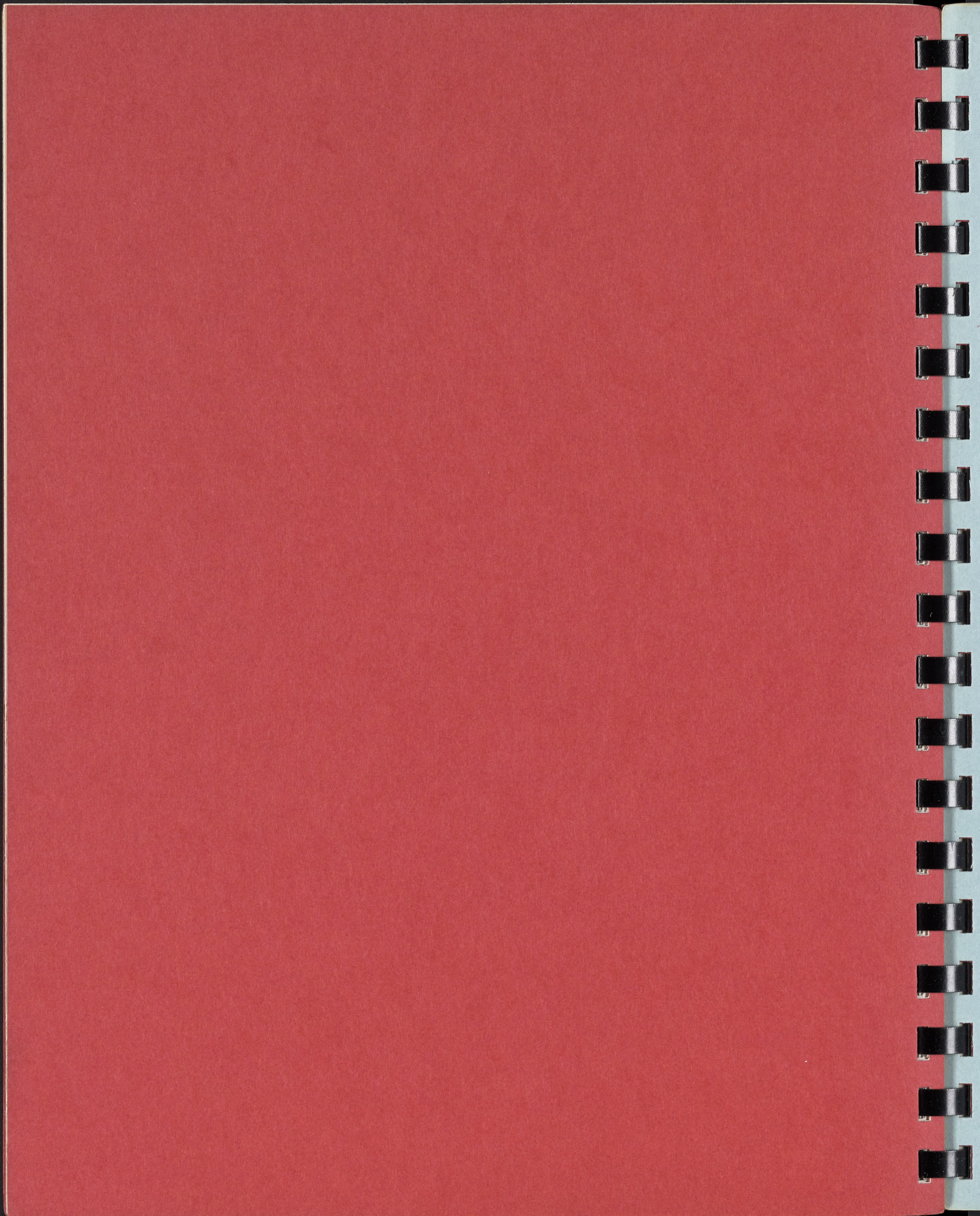
The Colma Highway Lighting District does not come under the jurisdiction of the Formation Commission. Thus, the sphere of influence recommendation for this district will be advisory.

In January 1975, in the Bozung Case, the State Supreme Court held that LAFCOs were subject to the terms of the California Environmental Quality Act of 1970 (CEQA). The law is not explicit as to designating a sphere of influence determination as a "project" as set forth by CEQA and the State Guidelines for the implementation of CEQA. But in

light of Section 15037 of the State Guidelines, designating the adoption of a local General Plan (or elements) as a project, it seems prudent to categorize the sphere of influence program as a "project" subject to CEQA.

This sphere of influence report will contain the following: A summary of sphere of influence recommendations for each local agency studied, an environmental assessment and proposed Negative Declaration, a description and analysis of the present and anticipated level of services of each subject local agency with a recommended sphere of influence, and an Appendix containing the policies and criteria adopted by the Commission for determining a sphere of influence and a chart outlining the legal service capabilities of various types of special districts.

II. SUMMARY OF RECOMMENDATIONS



II. SUMMARY SPHERE OF INFLUENCE RECOMMENDATIONS

As indicated in Section V and VI of this report, the recommended sphere of influence designations for the local agencies studied is as follows:

A. Daly City

Recommend a sphere of influence and a coterminous urban service area for Daly City, which would include the Broadmoor-Unincorporated Colma area, the three golf courses, the unincorporated Southern Hills area, and all other lands presently within the Daly City boundary. Figure 8 shows the recommended sphere of influence and urban service area.

B. Town of Colma

Recommend a "status quo" sphere of influence and a coterminous urban service area designation for the Town of Colma, which would include all land presently within the corporate boundaries of the Town of Colma. Figure 9 shows the recommended sphere of influence and urban service area.

C. North San Mateo County Sanitation District

Recommend a sphere of influence designation for the North San Mateo County Sanitation District, which would include the Bayshore neighborhood of Daly City presently serviced by the Bayshore Sanitary District, the area within Daly City northeast of Mt. Olivet Cemetery, and all other lands presently within the District's boundaries. Figure 10 shows the recommended sphere of influence.

D. Bayshore Sanitary District

Recommend a zero sphere of influence designation for the Bayshore Sanitary District.

E. Colma Fire Protection District

Recommend a zero sphere of influence designation for the Colma Fire Protection District.

F. Broadmoor Police Protection District

Recommend a zero sphere of influence designation for the Broadmoor Police Protection District.

G. Dimond Public Utility District

Recommend a zero sphere of influence designation for the Dimond Public Utility District.

H. Colma Highway Lighting District

Recommend a zero sphere of influence designation for the Colma Highway Lighting District.

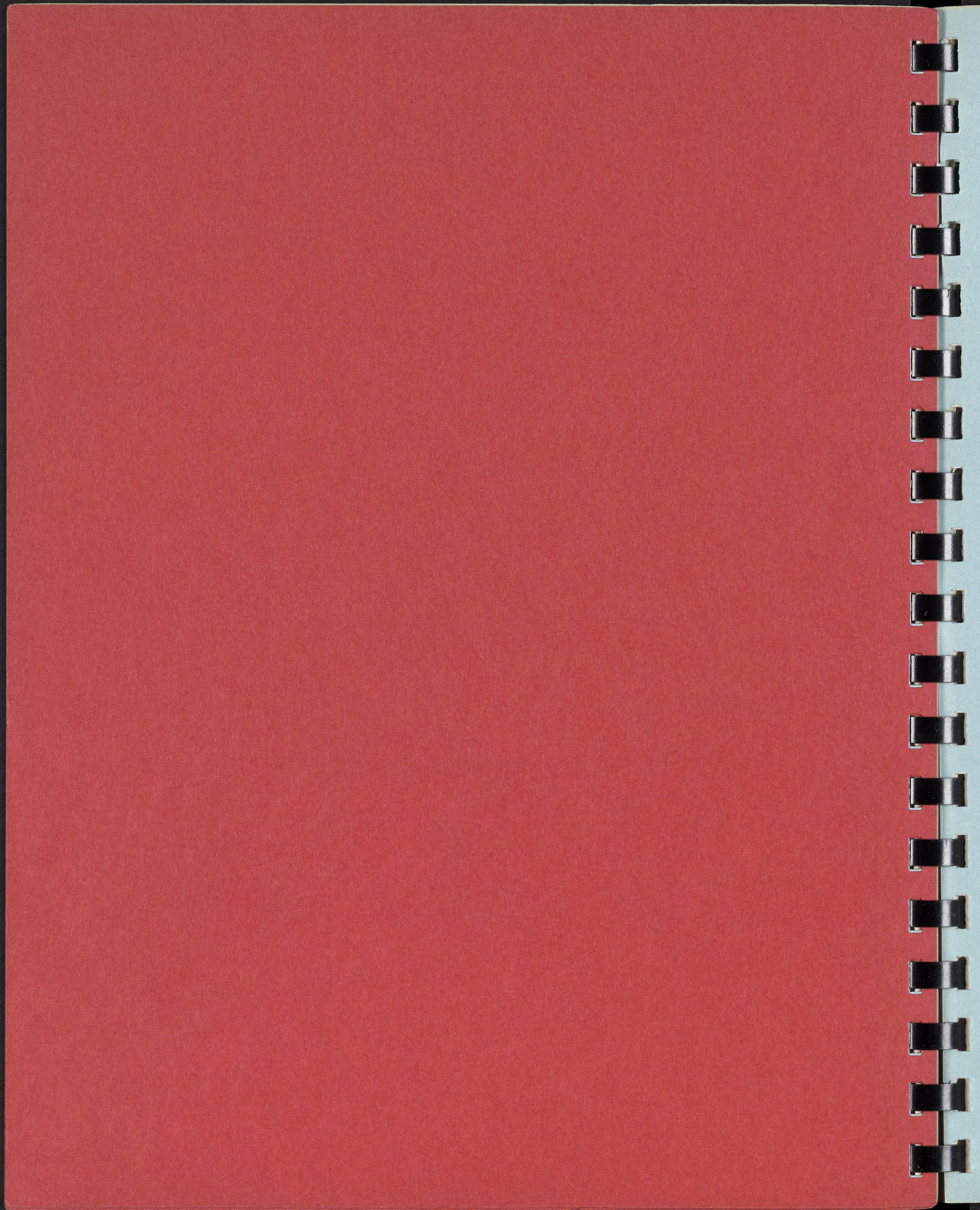
RECOMMENDED COMMISSION FINDINGS, BY MOTION

- A. Certify that the Negative Declaration for the recommended sphere of influence designations in the Daly City/Town of Colma vicinity is complete and adequate and has been prepared in accordance with the California Environmental Quality Act.
- B. Determine that the sphere of influence determinations will have no significant effect on the environment.
- C. Certify that the Formation Commission has considered the contents of the Negative Declaration in making its determination.

RECOMMENDED COMMISSION ACTION, BY RESOLUTION

Approve the recommended sphere of influence designations as submitted.

III. ENVIRONMENTAL ASSESSMENT



SUMMARY

Project Description

The project is a proposed set of sphere of influence designations which will serve as a general policy and primary factor to be considered by the Formation Commission in deciding upon future governmental changes of organization or reorganization in the Daly City/Town of Colma vicinity.

Environmental Impact

Each local agency sphere of influence designation has been examined in accordance with the provisions of CEQA. The areas in this project, designated within an agency's sphere of influence, are significantly developed and already receiving a full range of urban services. The organizational changes that may result from these sphere of influence designations will not result in any significant adverse environmental impacts. Thus, it appears that this study qualifies for a Negative Declaration.



A. INTRODUCTION

In January 1975, the California Supreme Court, in adjudicating the "Bozung Case" involving a proposed annexation in Ventura County, held that LAFCos are subject to the terms of the 1970 California Environmental Quality Act (CEQA). Without explicit discussion in this decision as to the inclusion of a sphere of influence determination as a project under CEQA, and with the increasing tendency of the courts and the Attorney General's office to include a wider range of public acts subject to CEQA, LAFCo staff felt compelled to conduct an environmental assessment on the Daly City/Town of Colma vicinity sphere of influence program.

As pointed out in the preceding introduction, a sphere of influence is a plan for the probable ultimate physical boundaries and service area of a local governmental agency. The policies and criteria that should be followed in allocating territory to a city or special district sphere of influence are outlined in Section 4 and 5 of the attached Commission's Sphere of Influence policies and criteria, revised June 18, 1975. As stated in these policies, "Any such sphere of influence may be amended from time-to-time, and its application in any particular case shall depend upon its applicability under the precise facts of the particular case." A sphere of influence is a discretionary act on the part of the Commission, and even though this designation does not guarantee that a particular set of actions will occur in the future, it serves to set the stage and provide a general policy against which the Commission may evaluate and make a decision on the merits of a particular proposal before the Commission.

In deciding whether or not the sphere of influence program required an environmental impact report or a negative declaration, a determination had to be made that this designation would result in a significant effect on the environment. For purposes of the preliminary environmental assessment, the range of sphere determinations bounded by the following two hypothetical sets of possibilities were considered:

1. All special districts and cities receive a sphere of influence approximating their present jurisdictional boundaries.
2. All agencies under study, with the exception of Daly City, are assigned a zero sphere of influence, with Daly City's sphere of influence assigned all the responsibilities of the existing agencies.

It should be noted that a zero sphere of influence does not in any way affect the ongoing operations of the local agency. The assignment of a zero sphere for a local agency no more pre-determines dissolution or detachment of territory from that agency than assignment of a larger sphere of influence pre-determines annexation. In the following discussion the emphasis will be given to assessing the recommended sphere of influence designations contained in this report.

Since the sphere of influence determination is not a plan for development of a defined parcel of land or a general area, impacts of individual sphere of influence determinations on the physical environment (i.e., topography, geology, soils, hydrology, atmosphere, water, etc.) are especially difficult to quantify. The sphere of

influence is not a discrete project such as a rezoning or a construction project which will have easily identifiable and isolated effects. Thus, while the sphere of influence sets general limits on the area within which an agency may extend its services or otherwise act, it does not regulate how the agency may act within that area.

Typically, in other less urbanized counties throughout the State, the assignment of a sphere of influence or an urban service area involves the first of a series of projects which ultimately results in the buildout of a designated area. An example of such a sequence of projects that could culminate in urban development would be: A sphere of influence designation or change, LAFCo approval of an annexation proposal, city annexation, city rezoning, and city approval of a specific proposed development. It should be noted that each of these future actions would be considered a "project" under CEQA, and thus subject to all the rules and regulations of CEQA.

In line with this possible staging of "projects", a few counties have initiated the use of a "master EIR", which provides a data base on anticipated development patterns, service system capabilities and open space plans. This data base could be used in the assessment of specific impacts from annexation, rezoning and other potentially growth inducing projects. This master EIR would be continually updated as new data arises with the analysis of more specific projects.

Although the use of a "master EIR" for this particular sphere of influence program was decided against because of the significant degree of existing development in the subject

areas involved, the use of a "master EIR" in future sphere of influence programs may be advantageous. Due to the particular characteristics of this sphere of influence program, emphasis was given in assessing the indirect impact of the sphere of influence designation on "socio-economic" environmental characteristics (service system capabilities, fiscal ramifications of implied changes of organization) and land use patterns. Section V (Cities) and Section VI (Special Districts) of this report include an analysis of present and future services and finances of each local agency with a recommended sphere of influence. These sections have served as a basis for this environmental assessment. Thus, various facts relevant to this section will be excerpted from each of these individual sections. In reading the individual agency sections in conjunction with this section, the reader will fully understand the justification developed that this "project" qualifies for a Negative Declaration under the provisions of the 1970 California Environmental Quality Act.

B. PROJECT DESCRIPTION

The proposed sphere of influence designations have been prepared by LAFCo staff in response to the legislative mandate that all LAFCOs "... shall develop and determine the sphere of influence of each local governmental agency within the county." (Section 54774 of the Government Code) Sphere of influence designations have been proposed for the following eight local agencies:

City of Daly City

Town of Colma

North San Mateo County Sanitation District

Bayshore Sanitary District

Broadmoor Police Protection District

Colma Fire Protection District

Dimond Public Utility District

Colma Highway Lighting District

This project separately analyzes the present and anticipated services by each subject local agency and the services being provided to the subject unincorporated areas. Comparisons are made between the provision of services by a full service general purpose government, Daly City, and other local agencies providing a limited range of governmental services. Fiscal time series have been developed for each agency along with the fiscal impact of possible changes of organization or reorganization.

C. DESCRIPTION OF ENVIRONMENTAL SETTING

1. Land Use and General Plans

Land use within the project area is controlled by both the Daly City General Plan which was adopted by the City Planning Commission on July 9, 1968, and by the City Council on September 11, 1968, and the General Plan of the Town of Colma, which was adopted by the Town Council in 1973.

As described in the adopted Daly City General Plan, the present development of Daly City falls broadly into two categories: The area east of Junipero Serra Boulevard, which developed prior to World War II; and the Westlake-Broadmoor district, west of Junipero Serra Boulevard, that has emerged in the last two decades.

The area east of Junipero Serra Boulevard contains residential development ranging from small frame houses built early in the century to recently built apartments. Mission Street (El Camino Real), San Jose Avenue, and Hillside Boulevard provide north-south traffic routes through this area. Mission Street is the major traffic arterial and shopping street of Daly City. In a manner typical of strip commercial development, it is lined with a variety of neighborhood stores mixed with offices, commercial services, automobile sales agencies, used car lots, and garages. Along the north end of the street, from San Francisco to the top of the hill, where Mission Street and San Jose Avenue intersect, about a quarter of the area in commercial use is devoted to retail sales establishments, groceries, drug stores, variety stores, and similar outlets typical of local shopping districts. In the same area, automobile agencies and related service

repair businesses occupy about 40 percent of the commercial land. From the top of the hill to Market Street the character of the street changes, with commercial services (repair shops, printing, laundries, cleaners, and building material suppliers) becoming more dominant. Mission, from Market Street to Colma, is principally auto oriented with about two-thirds of the commercial area devoted to automotive businesses and most of the rest used for commercial services. East and west of Mission Street, two and three story apartment buildings have replaced older homes or have been built on formerly vacant lots. The narrow lots, characteristic of the area, have resulted in so many curb cuts that space for curb parking is greatly limited. A mixture of tightly packed, inadequately landscaped, relatively new multi-family structures, and older, smaller, single family homes have resulted in this area. In general, pressure for higher intensity uses are likely to continue, particularly in the vicinity of the BART station.

The area west of Junipero Serra Boulevard, except for the small area in the vicinity of the Civic Center, was developed in the post war years. It was developed by large firms specializing in land development. The result is a modified grid pattern of streets to similar standards, uniform building heights and setbacks, large areas of similar single family homes. The greenbelt expanses are provided by the Olympic Country Club, San Francisco Golf Club, and Lake Merced Golf Club to the north; Thornton Beach State Park, and other large undeveloped areas along the Pacific ocean, and the Colma cemeteries to the south-east.

The Daly City area has four shopping centers plus a few commercial and office buildings in the Civic Center area.

Westlake area on John Daly Drive serves both local and regional shoppers and contains many department stores in its 22 acre development. Skyline Plaza at Westmore and Southgate Avenues, and St. Francis Square at Southgate Avenue and St. Francis Boulevard each have supermarkets as their focal point to serve the local residents. Each contain approximately 8 acres. Of the four shopping centers, Serramonte is the true regional shopping center. It is located between the Junipero Serra Freeway, the Cabrillo Freeway and Serramonte Boulevard, and contains 72 acres with major department stores as tenants.

The planning area of the Daly City General Plan includes not only Daly City, but also reflects plans for the following related, unincorporated and incorporated areas: Broadmoor, San Bruno Mountain, Colma and Brisbane (west of the Bayshore Freeway). In scanning the Daly City General Plan, the amount of residential (medium-low density) and public area indicated uses comprise a significant amount of the total area in Daly City. As indicated in Table 1, Land Use Table for Daly City, the 1763 total residential acres in the city constitute 39 percent of the total number of acres in the city. Of the 1763 total residential acres, 1460, or 83 percent of the residential acres, are single family residential areas. A summary breakdown of the existing land use contained in Table 1 is as follows:

DALY CITY LAND USE, 1974

	<u>Acres</u>	<u>Percent</u>
Total Acres	4,518	100
Total Residential	1,763	39.0
Single-Family	1,460	32.3
Multi-Family	225	5.0
Other	78	1.7
Total Retail & Services	345	7.7
Total Public Utilization	2,010	44.5
Industrial	33	.7
Vacant & Agricultural	367	8.1

As shown above, the total residential and publicly utilized areas constitute over four-fifths of the total land use in the city, while use in vacant/agricultural land and retail/services each comprise less than one-tenth of the total city acreage.

A public structure adjacent to the Broadmoor area is the Daly City Civic Center on Sullivan Avenue. The Civic Center was completed in 1967, and its 60,000 square feet houses most of the city departments.

The Daly City Plan proposes an increase in office development and retail concentration. Six locations have been proposed for office development including governmental offices located around the Civic Center. Medical offices, clinics, and convalescent hospitals have been proposed for the area north of Mary's Help, creating a major medical center.

Shopping centers are proposed on four Daly City planning area sites. Shopping centers would follow the same pattern established by the Serramonte regional center, Skyline Plaza, and the Fairmont Shopping Center.

TABLE 1
DAILY CITY ACREAGE BY ZONING AND LAND USE, 1975

ZONE	LAND USE										
	SINGLE FAMILY RESIDENTIAL	MULTI-FAMILY RESIDENTIAL	GROUP QUARTERS	TOTAL RESIDENTIAL	AUTO RELATED RETAIL	ALL OTHER RETAIL	PRIVATE CEMETERY SERVICES	AUTO SERVICES	ALL OTHER SERVICES	TOTAL RETAIL & SERVICES	PARKS & OTHER PUB. RECREATION
R-1	1388.6	6.8		1395.5	N/S*	.4			24.6	25.0	8.7
R-2	15.5	5.2		20.7		N/S*			.1	.1	
R-3	44.4	161.4	N/S *	205.8				.4	14.8	15.2	19.8
R-4									9.8	9.8	
TOTAL RESIDENTIAL	1448.5	173.4	N/S *	1622.0	N/S *	.4		.4	49.3	50.1	28.5
C-0	.2	.2		.4					2.3	2.3	
C-1	6.7	6.5	4.6 ^{1/}	17.8	19.3	50.2		7.5	42.2	119.2	
C-2	.2	10.7	1.2 ^{1/}	12.0	3.6	69.6		1.4	35.3	110.0	
TOTAL COMMERCIAL	7.1	17.4	5.8	30.2	22.9	119.8		8.9	79.8	231.5	
M	.2	7.4		7.6	.1	.6		.6	5.4	6.7	
P-D		25.5		25.5		.4				.4	
I-D	3.8	1.0	72.3	77.2	.6	1.0		2.5	17.4	21.6	3.7
CEM.							34.4			34.4	
TOTAL ZONED AREA	1459.6	224.7	78.1	1762.5	23.6	122.2	34.4	12.4	151.9	344.7	32.2
UNZONED AREAS											
STREET RIGHT OF WAY											
TOTAL CITY AREA	1459.6	224.7	78.1	1762.5	23.6	122.2	34.4	12.4	151.9	344.7	117.6

1/ Trailer Court
2/ 1.372, Pacific Telephone Building
3/ Primarily City-owned Ocean frontage
4/ .404 - BART
5/ Southern Pacific Right-Of-Way
6/ Primarily Cow Palace Lands
7/ 10,398 BART, Remainder R.R. Right-of-way
* Not Significant, less than .1 acre

The Daly City Redevelopment Agency was established in 1971. The redevelopment project area includes Mission Street and Junipero Serra Boulevard (both non-contiguous corridors). The project area encompasses commercially zoned properties established when Mission Street was the only vehicular link between San Francisco and areas to the south.

The section of Junipero Serra Boulevard within the project area is typical of a "strip commercial" development including a small number of light to heavy industrial companies. Inadequate parking and lack of cohesion among the segmented business interests are the main problem facing the area.

The Mission Street project area exhibits inadequate parking facilities as well as a lack of merchandise and services available. Both areas are suffering from incongruence of land uses leading to vacant parcels and the uneconomic use of commercially zoned properties.

The redevelopment "Preliminary Plan"^{1/} calls for a well-planned, designed community environment in which a social balance between community living and working may occur. This would be implemented via the establishment of new commercial, housing and employment opportunities. Existing structures of a commercial nature which conform to a stable community atmosphere would remain.

The 1973 General Plan and Land Use Map of the Town of Colma is shown in Figure 1. The present estimated acreage of the Town of Colma is 1209. Cemeteries in Colma total approximately 720 acres or 60 percent of the total Town acreage. Of course, not all this cemetery land is in actual grave use, and it is estimated that at least

10 percent of this cemetery land is being held for expansion of some sort. Much of the land presently zoned as agricultural land northeast of Hillside Boulevard is owned by the church and could be used for expansion in the future. The present existing land use and zoning map is shown in Figure 2. Additionally, the same company operating several cemeteries owns approximately 100 acres which is now being used as a golf course (Cypress Hills).

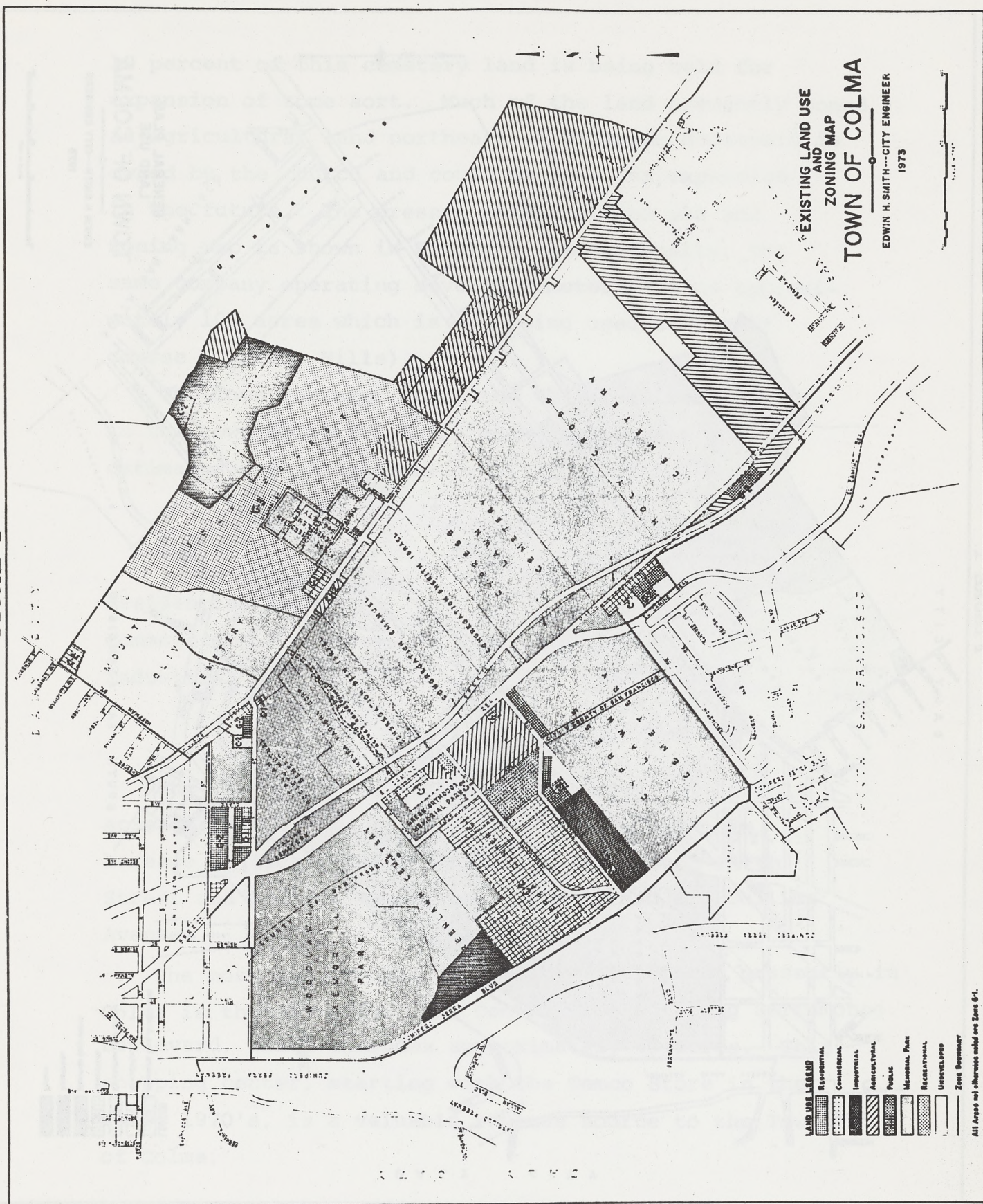
The Town Engineer estimates the urbanized acreage in the town to be 131 acres with the present and estimated use as follows:

	<u>1975</u>	<u>1980</u>	<u>1995</u>
Residential	12	12	8
Commercial	64	64	80
Industrial	<u>55</u>	<u>55</u>	<u>12</u>
	131	131	100

The Town Engineer estimates the total developable acreage in the town to be 20 acres. Most of this acreage is located between El Camino Real and Fifth Street and bounded by Serramonte Boulevard and Collins Avenue.

The most significant commercial development presently in Colma is the Serra Shopping Center located along Serramonte Boulevard, which includes approximately 45 acres. This shopping center, starting with the Gemco Store in the early 1970's, is a valuable revenue source to the Town of Colma.

FIGURE 2



2. Physiography

The physiographic setting of the proposed sphere of influence designations is described in terms of geology, soils and hydrology.

a. Geology

San Mateo County encompasses the major part of the San Francisco Peninsula. The topography of the county is quite varied. The Santa Cruz mountain range, averaging in height at about 1200 feet, extends north and south dividing the county into two parts. These are the bayside and the coast-side. San Bruno Mountain, located east of Daly City, is part of the Santa Cruz range and is situated at right angles to the bay from the main body of the range^{2/}. Most of Daly City and Colma falls into the 5-15 percent slope category. These lands can be used for dry farming and generally provide good drainage. They also provide varied and interesting settings for housing sites. (However, row housing and low rise apartments are not recommended.)^{3/} According to a report prepared by the Department of Housing and Urban Development regarding geology of the area, the geology of Daly City is ordinarily of the Merced Formation and the Colma Formation with some dense sands in the northwesterly portion of the city and artificial fill scattered throughout. The Merced Formation is "largely sandstone, siltstone and claystone with a few lenses of conglomerate and beds of volcanic ash. These materials are soft to firm, and would not be called rock by laymen, but they are almost everywhere firmer than the Colma Formation".^{4/}

The major fault running through the project area known to be active is the San Andreas. Starting east of Mussel Rock near Longview Park, the San Andreas runs southeasterly

approximately parallel with but west of Skyline Boulevard until it crosses Skyline between Skyline School and Westview School. It continues in a rather straight line to the easterly side of the San Andreas Lake. The San Andreas fault also continues in a northwesterly direction from the Longview Park area. The San Bruno fault is a hypothetical fault which runs southeasterly through Daly City from Lake Merced through Westlake School, Lake Merced Country Club, down through unincorporated Colma, passing through cemeteries bordered by El Camino Real, Mission Street and Hillside Boulevard in the Town of Colma. The Hillside fault runs southeasterly along the base of San Bruno Mountain beginning near the easterly side of Mt. Olivet Memorial Park in Colma. Although topographic features indicate the presence of the fault, its activity has not been determined, and no movement has apparently occurred during the past 20,000 years or more. The following geological hazards are present within Daly City, as extracted from the San Mateo County Draft Seismic Safety Element of the General Plan:

The three most important geological hazards are landsliding (along the Pacific coast bluffs), faulting with surface rupture (along the San Andreas Fault Zone), and liquefaction potential in the northeastern portion of the city.

Earthquake damage is anticipated to be severe to moderate in the event of a major quake on the San Andreas fault. Very violent intensities are expected along the San Andreas rift zone where surface rupture is expected (Borsherd and Gibbs, 1975). Approximately

869 single-family dwellings exist within a 2,000 foot band adjacent to the San Andreas fault zone, most of which may be expected to sustain severe damage or be totally destroyed. This area also includes a neighborhood commercial shopping center, which can expect substantial damage. All municipal utilities will most likely be severed. Local subsidence along the fault zone is anticipated, as was witnessed during the 1906 earthquake. Liquefaction potential in the western portions of Daly City is low to moderately low and will be localized in areas underlain by clean, saturated sands (restricted to the vicinity of Westlake and the Lake Merced Country Club). The 1957 earthquake, generally referred to as the Daly City Quake, occurred on the San Andreas fault with a Richter magnitude of 5.3. This earthquake is generally considered the strongest in magnitude in the immediate San Francisco area since the 1906 earthquake. Structural damage of some significance was also recorded.

Geotechnical hazards in the northeast part of Daly City, in the vicinity of the Cow Palace are liquefaction and slope instability. The liquefaction potential is low to moderate and may occur locally within the flatter lands. Slope instability is related to expansive clays and clayey silts within the colluvium on the lower portions of the slopes. The colluvium is also subject to creep under the influence of gravity, especially when saturated during the rainy season. Subsidence is also a

problem in Daly City, having been the cause of the removal of 14 homes in the recent past from within the 1906 fault trace. There is continuing subsidence in this area, with 7 houses in the 100 block of Westlake Drive currently in danger, along with a substantial section of the street. Merced water is an associated problem from the standpoint of seepage and soil considerations^{5/}.

b. Soils

Soils are mapped and characterized by the U. S. Soil Conservation Service according to the soils location, parent material, physical appearance, and such qualities as drainage, runoff, erosion hazard, inherent fertility, etc. The Soil Conservation Service has prepared a report and general soil map of San Mateo County. The work is detailed and sophisticated and should be referred to for anything except general information about soils of San Mateo County. A copy can be obtained from the San Mateo Soil Conservation Service.

As indicated by the Project Report for Wastewater Treatment and Reclamation Project, February 1974^{6/}, prepared for the North San Mateo County Sanitation District in Daly City, San Mateo County, the soils map classifies soils in the Lake Merced drainage basin and the westerly and northerly slope of San Bruno Mountain as Group III soils.

Group III consists of areas dominated by moderately well drained and well drained soils with loamy surfaces, and, very slowly, to moderately permeable subsoils on gently sloping to moderately steep terraces.

The soils within Daly City west of Skyline Boulevard from the southerly end of Daly City to the vicinity of

Westmoor Avenue consist of Group VI soils. Group VI consists of areas dominated by somewhat excessively drained shallow to deep coarse sandy loam to clay upland soils on acid igneous and basic igneous rocks.

The remaining portion of Daly City consists of a strip from one to two miles wide running diagonally across the city. This strip which consists of Group VIII soils lies between Skyline Boulevard and Junipero Serra Boulevard, in the vicinity of the southerly boundary of the city, extends northwesterly to the northwest corner of the city.

Group VIII consists of miscellaneous land types such as made soils and dune land.

The Colma Formation is "soft and easily friable to loose sand, with minor amounts of gravel, silt, and clay. The sand in composition is generally well sorted and clean, and generally fine to medium grained, but in places coarse grained to gravelly."

c. Hydrology

In general, Daly City is divided into three drainage basins: The Lake Merced drainage basin, which drains into the Pacific Ocean, the Colma Creek drainage basin, which flows through Merced Valley to San Francisco Bay, and the unincorporated northwesterly slopes of San Bruno Mountain, which drain through part of Daly City into the City and County of San Francisco.

The major source of ground water is the Daly City aquifer which extends from the Sunset District of San Francisco southward to Lake Merced and Daly City, and thereafter southeasterly including the Towns of Colma and South San Francisco to San Bruno and San Francisco Bay.

This aquifer is approximately 9 miles long. Its width varies from 1.5 to 2.5 miles, and it has an estimated thickness of 8,000 feet.

The Daly City aquifer is actually contained within the Lake Merced and Colma Creek basins. The drainage divide occurs near the center of the aquifer in the vicinity of Daly City. The southern half of the aquifer falls within the Colma Creek basin. Geologically, this aquifer is composed of the Colma and Merced Formations, dune sands, recent alluvium slope debris, and ravine fill and artificial fill. Soil porosity ranges between 30 to 40 percent, and permeability varies from 7 to 25 percent. The Franciscan group of sedimentary rock forms the boundary of the aquifer.

Intensive exploitation of the aquifer started in 1940. Recharge to the aquifer takes place through open space areas and river valleys. The recharge opportunities are decreasing with increasing urbanization, curtailing the extent of pervious areas. As stated in a 1972 report by Kirker-Chapman, an average of 1,813 million gallons are being removed each year immediately surrounding Daly City^{7/}.

Table 2 details the annual volumes of water pumped and purchased by Daly City over the past 31 years. This yearly extraction should be compared to a mean safe yield (that volume of water which may be extracted without harmful effects) of only 186 million gallons, for this portion of the aquifer, resulting in an overdraft of approximately 900 percent. At the time of this before-mentioned study, it was estimated by Kirker-Chapman that the water supply concentrated near Daly City would be depleted within 10 to 15 years. The entire aquifer has also been shown to

TABLE 2
ANNUAL VOLUMES OF WATER PUMPED AND PURCHASED
BY THE CITY OF DALY CITY, 1943-74

(All values in million gallons per year)

<u>Year</u>	<u>Well Pumpage</u>	<u>Purchased</u>	<u>Total</u>
1943	217	0	217
1944	224	0	224
1945	223	0	223
1946	265	0	265
1947	M*	0	288
1948	M	M	303
1949	M	M	340
1950	M	M	360
1951	M	M	369
1952	M	M	387
1953	M	M	417
1954	M	M	M
1955	M	M	906
1956	880	49	929
1957	M	16	M
1958	M	6	M
1959	M	204	M
1960	M	76	M
1961	1531	100	1631
1962	1494	169	1663
1963	1679	34	1713
1964	1649	85	1734
1965	1655	253	1908
1966	1609	387	1996
1967	1599	528	2127
1968	1625	664	2289
1969	1655	837	2492
1970	1609	911	2520
1971	1550	939	2489
1972	1508	995	2503
1973	1416	1139	2555
1974	1417	1222	2639

* M = Data missing.

Source: Kirker-Chapman & Associates, Ground Water Investigation for the City of Daly City, April, 1972

Daly City, Department of Public Works, Water Division,
June, 1975

be overdrawn. Specifically, as shown in Table 3, the Kirker-Chapman report calculated the total annual pumpage for 1969 from the aquifer, which was 4,510 million gallons per year. The safe yield calculated for this particular year was only 2,050 million gallons per year, indicating that the over-all aquifer was overdrawn by approximately 120 percent.

Due to the lack of vegetation on Colma Creek, substantial outflow occurs from the Colma Creek basin. Regulation of this outflow and recharge activities in the basin would curtail the aquifer overdraft. However, there is a lack of storage space in the basin and land cost is high. Leeds, Hill and Jewett, Inc. recently reported that contamination and pollution of the aquifer is always a possibility, including the eventual tapping of saline water as overdraft continues to cause a lowering water table^{8/}.

Kirker-Chapman has shown that there has been a long and steady decline in the water table of Daly City wells. For the 27-year period 1943-70, the water table fell an average of 4.0 feet per year. The last 10 years this rate has increased to about 6.0 feet per year.

In 1940 well water levels in the Daly City area were 5 to 15 feet above mean sea level; by 1970, the well water levels had dropped to a mean value of 115 feet below mean sea level (with a range of 140 to 70 feet)^{9/}.

TABLE 3
ESTIMATED TOTAL ANNUAL PUMPAGE
FROM THE DALY CITY AQUIFER FOR 1969

WATER USERS	ANNUAL PUMPAGE (Millions Gallons)
Domestic Water Services:	
City of Daly City	1654.9
City of San Bruno	615.8
California Water Service Co.	<u>529.2</u>
Sub-Total	2799.9
Golf Courses:	
Harding Park	63.2
Olympic Club	302.6
San Francisco	252.6
Lake Merced	173.4
Cypress Hills	0*
California	<u>157.7</u>
Sub-Total	949.5
Cemeteries: **	
Woodlawn	63.1
Italian	31.5
Olivet	173.4
Salem	6.3
Greenlawn	63.1
Home of Peace	25.2
Serbian	6.3
Cypress Lawn	141.9
Holy Cross	<u>157.7</u>
Sub-Total	668.5
Commercial Agriculture:	
Nurseries and Truck Farms	<u>92.2</u>
TOTAL	4510.1

* Water furnished by Olivet Cemetery

** All located in the Town of Colma

Source: Kirker-Chapman & Associates, Ground Water Investigation for the City of Daly City, April, 1972.

3. Vegetation and Wildlife

Daly City is an urban community with the exception of the coastal region and Reservoir Hill area. Any vegetation and wildlife within the urban area must be considered from the standpoint of the various "open spaces" found within its boundaries, and these would include vacant lots, parks, golf courses, etc. Such lands would contain either weedy vegetations because of continued land disturbance or introduced landscape vegetation. Similarly, Colma "open spaces" are basically made up of vacant lots and cemeteries; the latter are landscaped, generally with introduced vegetation.

Two specific areas still have some semblance of pristine conditions. These are the shoreline and Reservoir Hill areas. The shoreline is disturbed by man because of recreation usage typical of ocean beaches. Typical sand dune stabilizing plants have been introduced - iceplant and dune grass - both of which are not native. There is no known record of the occurrence of the Dune Tansy (*Tanacetum Camphoratum*) in this area, although it might be expected. The nature of disturbance along the beach may well have eliminated this rare and endangered species, but a more thorough search would be needed to verify, for certain, the existence or non-existence of this species along the seashore. The second area, Reservoir Hill, apparently has, or potentially has, records of the Coast Rockress (*Arabis blepharophylla*), another plant on the rare and endangered list. Other than that, the vegetation is described more literally as being made up of

grassland and coastal scrub. Because the hill belongs geologically to the San Bruno Mountain massif, the two vegetation types are analogous and similar to those described in the Crocker Hills General Plan Amendment EIR^{10/}.

Wildlife of urban areas is dependent upon the nature of predation by domestic animals, such as dogs and cats. Mammals such as mice, rats, moles, gophers, wood rats, and possibly cottontail rabbits are likely inhabitants of vacant lands, parks, golf courses, cemeteries, etc. Bird life will vary considerably and generally will be made up of starlings, robins, blackbirds, jays, sparrows, warblers, etc., all common to urban situations. Occasionally, garter snakes, gopher snakes, lizards and other reptiles will be found on the larger parcels where there are suitable habitats.

Along the shoreline, the main wildlife reside or occur along the beach areas where California and Herring gulls, sandpipers and plovers predominate. Some shellfish can be expected in the littoral area along the beach. In regard to Reservoir Hill, similar wildlife is to be expected as that described fully in the Crocker Hills General Plan Amendment EIR.

Of concern regarding influence through legislation would be the development of controls on stray dogs and feral cats, which cause depletion of wildlife, as well as programs for utilizing vegetation more compatible with wildlife for habitats.

4. Social Systems

a. Demography

As of the 1970 census Daly City and Colma had populations of 66,922 and 537, respectively. Between 1970 and January 1975, Daly City's population has increased over 8 percent to 72,500, while the population of Colma has decreased almost 7 percent to 500.

Consistent with the regional trend, Daly City's high growth rate in the 1950 - 1965 period has gradually subsided. Daly City's average annual growth rate has declined from 11.4 percent in the 1950's to 4.1 percent during the 1960's, primarily due to a declining birth rate, a decrease in net immigration, and a buildout of developable lands. Table 4 shows the growth of Daly City's population from 1910 to 1975. More importantly, this tabulation also indicates the average annual increase between population counts. Although Daly City's growth rate has decreased, it is still higher than the neighboring regional growth rates. In fact, Daly City's population has risen from 6.5 percent in 1950 to 10.1 percent in 1960 and in 1970 increased to over 12 percent of the county's total. There have been no recent published population projections for the city, but the Daly City Planning Department estimates that the population within the political jurisdiction of Daly City based on available vacant land, present zoning and excluding additional annexations and significant renewal programs, will be approximately 75,000 by 1980.

Table 5 presents a summary of population characteristics within the local area and region. Although the median age of Daly City approximates the regional median age - 27.2

TABLE 4

POPULATION OF DALY CITY, 1910-1975

Date	Source	Population	Increase		Average Annual Increase	
			Number	Per Cent	Number	Per Cent
1910	U.S. Census	400	--	--	--	--
1911	Daly City Incorporated					
1912	Estimate	1674	1274	318.5%	637	104.6%
1/1/20	U.S. Census	3779	2105	125.7%	263	10.7%
4/1/30	U.S. Census	7838	4059	107.4%	396	7.6%
4/1/40	U.S. Census	9625	1787	22.8%	179	2.1%
4/1/50	U.S. Census	15191	5566	57.8%	557	4.7%
4/1/60	U.S. Census	44791	29600	194.9%	2960	11.4%
4/1/65	Dept. of Finance Estimate	60500	15709	35.1%	3142	6.2%
11/1/67	Special City Census	65213	4713	7.8%	1824	2.9%
4/1/70	U.S. Census	66922	1709	2.6%	708	1.1%
1/1/74	Dept. of Finance Estimate	70300	3378	5.0%	900	1.3%
1/1/75	Dept. of Finance Estimate	72500	2200	3.1%	2200	3.1%

Note: The average annual increase in the population of Daly City between 4/1/60 and 4/1/70 was 2213 persons or 4.1%.

TABLE 5
GENERAL POPULATION CHARACTERISTICS
OF DALY CITY, COLMA AND THE REGION, 1970

	DALY CITY	COLMA	BAY REGION*
Total Population, 1970	66,922	537	4,628,199
Total Population, 1960	44,791	500	3,638,939
Percent Change, 1960-1970	49.4	7.4	27.2
Population per Household	3.1	3.1	2.8
Percent Population Under 18 Years	34	40.2	32.1
Median Age	27.2	24.2	28.4
Percent Population Over 65 Years	5.4	7.3	8.8
Percent Married	67	70	60
Percent Black	5.3	.9	7.9
Percent Spanish- American	18.7	N/A	10.8

Source: San Francisco Bay Area Council, The Bay Area 70 Census Series, San Mateo County, June 1971.

* The Bay Region includes the nine counties of Alameda, Contra Costa, Marin, Napa, Santa Clara, San Mateo, San Francisco, Solano, and Sonoma.

to 28.4 - the elderly component in the age structure of Daly City is somewhat less. Only 5.4 percent of the Daly City population is over age 65, compared to 8.8 percent in the bay region. The minority representation in Daly City is higher than that in the bay area; a 1970 sampling of the Daly City population showed a total of 18 percent compared to 10.8 percent for the region. The percentage of blacks in Daly City was 2.6 percent lower than that of the region.

The Town of Colma represents some significant variations from both Daly City and the bay region, with a lower median age (24.2), a higher percentage of married people, and a much lower percentage minority population.

Important trends can be seen utilizing Daly City 1960, 1967 and 1970 population data (refer to Table 6). The age group over 45 has increased from 21.3 percent in 1960 to 25.7 of the population in 1970. The age group under 10 has decreased from 25.3 percent in 1960 to 18.9 percent of the population in 1970. The declining birth rate has been attributed to a decline in children aged 0 to 4. The fertility ratio has declined in both San Mateo County and Daly City.

Although Daly City's population seems to be progressively aging, it should be noted that Daly City's age composition is still considered in the intermediate category rather than the "old" category. Populations with medians between 20 and 29 years, populations with 5 percent to 10 percent of their total 65 years and older, populations with 30 percent to 40 percent of their total under 15, and populations with aged-child ratios between 15 and 30 are all in the intermediate category.

TABLE 6

AGE COMPOSITION: 1960-1967-1970

DALY CITY

AGE GROUP	1960			1967			1970			Change from 1960 to 1970	
	Number	% of Total	Number	% of Total	Number	% of Total	Number	% of Total	Number	% of Change	Change
0-4	6374	14.2	6557	10.1	5980	8.9	-394	-6.2	-394	-6.2	-6.2
5-9	4990	11.1	6888	10.6	6677	10.0	+1687	33.8	+1687	33.8	33.8
10-14	3899	8.7	6243	9.6	6537	10.0	+2638	67.7	+2638	67.7	67.7
15-19	2291	5.1	5188	8.0	5643	8.4	+3352	146.3	+3352	146.3	146.3
20-24	2488	5.6	5572	8.5	6098	9.1	+3610	145.1	+3610	145.1	145.1
25-34	7868	17.6	9686	14.9	10212	15.3	+2344	29.8	+2344	29.8	29.8
35-44	7371	16.5	9570	14.7	8629	12.9	+1258	17.1	+1258	17.1	17.1
45-54	4911	11.0	8015	12.3	8274	12.4	+3363	68.5	+3363	68.5	68.5
55-59	1551	3.5	2595	4.0	2995	4.5	+1444	93.1	+1444	93.1	93.1
60-64	1106	2.5	1827	2.8	2262	3.4	+1156	104.5	+1156	104.5	104.5
65-74	1390	3.1	2053	3.1	2366	3.5	+976	70.2	+976	70.2	70.2
75+	552	1.2	882	1.4	1249	1.9	+697	126.3	+697	126.3	126.3
Unknown	--	--	137	0.2	--	--	--	--	--	--	--
TOTALS	44791	100.1	65213	100.2	66922	100.3	22131	49.4	22131	49.4	49.4
Under 15	15263	34.1	19688	30.2	19194	28.7	3931	25.8	3931	25.8	25.8
15 to 64	27586	61.6	42453	65.1	44113	65.9	16527	58.9	16527	58.9	58.9
65 and over	1942	4.3	2935	4.5	3615	5.4	1673	86.1	1673	86.1	86.1
Aged-child ratio		12.7%		14.9%		18.8%					

Source: 1960 and 1970 Census of Population and Housing, and 1967 Special City Census

The shift in the ethnic composition of the population has been significant since 1960. A recent study by the Daly City Planning Department indicates that the minority population is increasing at a faster rate than the Caucasian population, and that if minorities continue to increase in Daly City at the rate established from 1960 to 1970, then the minority population would become one-half of the total city population in 1978^{11/}. Figures in the report place the minority population between 35 percent and 41 percent of the city's total population. A comparison of 1960 and 1970 is as follows:

DALY CITY POPULATION BY RACE
AS A PERCENT OF TOTAL POPULATION

	<u>1960</u>	<u>1970</u>
White	90.9%	68.0%
Spanish Surname/Heritage	6.5	18.7
Negro	1.0	5.3
Other	1.6	8.0

Source: Daly City Planning Department

The Daly City median income level is only slightly higher than the regional average and ranked as the third lowest of the cities in San Mateo County ahead of Brisbane (\$10,449) and Redwood City (\$12,094). Only 5.1 percent of the Daly City population, compared to 7.3 percent in the region, is living below poverty level.

b. Employment

Daly City employs 29,767 persons as of the 1970 U.S. Census of Population and Housing. To a large extent Daly City is a "bedroom community" for people who work in San

Francisco, with 71.5 percent of those commuting to places outside their county of residence. (The majority of these commuters are presumed to work in San Francisco.) Of the total employed, the female employed component constitutes 39 percent of the labor force, which nearly equals the regional average of 38.8 percent. 62.1 percent of the female component of the labor force are married, compared to only 53.8 percent regionally. Apparently, a disproportionate number of local families are supported by two incomes.

The labor force of Daly City is rather diversified and is not overly dependent upon any one major industrial classification for its continued employment. 18.2 percent of the labor force is employed in retail trade, making it the largest employment category type in the local area. However, manufacturing, the next largest element, employs 16.3 percent of the labor force; and transportation, wholesale trade, and public administration also account for large concentrations of the employed.

Table 7 provides a percent distribution comparison of the employed population by occupation in Daly City for the years 1960 and 1970. The percentage distribution of white collar workers has dipped 2.8 percent since 1960 with a significant percentage drop with managers/administrators (2.9 percent) and sales workers (3.3 percent). As shown, the share of clerical workers has increased by 3.7 percent. Other noticeable changes exist with craftsmen and operatives (-5.1 percent) and service workers (+4.0 percent). Total employment between 1960 and 1970 increased 11,914, or approximately 67 percent from 17,853 to 29,767. The

TABLE 7

DALY CITY

PERCENT DISTRIBUTION COMPARISON OF EMPLOYED POPULATION
FOURTEEN YEARS AND OVER BY OCCUPATION, 1960 AND 1970

Occupation	1960	1970
Professional, technical, kindred	11.9%	11.6%
Managers and Administrators, except farm	10.5	7.6
Sales Workers	12.0	8.7
Clerical and Kindred	22.9	26.6
White Collar Occupations Sub-Total	57.3	54.5
Craftsmen, Foremen & Kindred Workers	15.4	12.3
Operatives & Kindred Workers	12.0	10.0
Laborers, except Farm	3.1	4.0
Farm Workers	0.4	0.1
Service Workers, except Private Households	7.1	11.1
Private Household Workers	0.8	0.4
Not Reported	3.9	7.6

Source: San Francisco Bay Area Council, Bay Area 1970 Census,
Series 3, 1973.

Bureau of Census, U.S. Census of Population, 1960,
General Social and Economic Characteristics, 1962.

employment increase of 67 percent was greater than the population increase of 49.4 percent during the same time period. Total employment as a percentage of population in Daly City has increased from 39.9 percent in 1960 to 44.4 percent in 1970.

c. Housing^{12/}

Daly City, as of 1970, had 22,005 household units. Compared to the nine county bay area, a significantly greater portion of the residents in this local area both reside in single family units -- 71.3 percent versus 64.0 percent -- and are owner-occupants -- 60.2 percent versus 54.4 percent. Local lengths of residency are also typically longer than those in the region as a whole. Roughly 47 percent of local residents had lived in their 1970 residences for 6 years or more, compared to only 39.7 percent for the region.

The majority of the present housing stock in the project area was constructed prior to 1960; and approximately 40 percent of the total housing structures were constructed between 1950 and 1960. Since that time, local housing construction has declined, and the composition of the new construction has changed. According to census data, as of 1960, only about 15.6 percent of the housing structures were multi-family units. However, by 1970, this proportion had increased to approximately 29.3 percent, even though the total new construction had declined. Correspondingly, the proportion of renter-occupied to owner-occupied units had increased (renter-occupied units, 23.8 percent in 1960 and 37.6 percent in 1970). All indications are that these trends in the increasing

proportions of multi-family to single-family units and renter-occupied to owner-occupied structures will continue.

Vacancy rate patterns in the project area describe a trend of increasing demand for housing within a limited market. For example, in Daly City between 1960 and 1970 the vacancy rate for single-family units declined from 2.8 percent to 0.8 percent, and the vacancy rate for multi-family units declined from 7.0 percent to 4.4 percent.

The average vacancy rate for the Daly City area in 1970 was 2.1 percent, a figure generally considered inadequate to meet an area's housing needs. The implications of housing scarcity are several: Normal mobility is substantially constrained, housing choice is limited, and often inflationary pressures are intensified. In Daly City, the insufficient supply of housing in the appropriate price range has produced a market where more than 20 percent of the city's homeowners (25 percent of all black and Spanish-American homeowners) pay in excess of 25 percent of their income for housing. In addition, about 36 percent of Daly City's renters pay in excess of 25 percent of their income for housing, and about 44 percent of black and Spanish-American renters pay these disproportionate amounts^{13/}. Whether these figures reflect excessive local housing costs, inadequate local incomes, or a combination of these factors is difficult to determine. The result is a housing cost/income imbalance in the area which restricts both resident mobility and housing choice.

5. Existing Community Services

This section covers the major service systems in the Daly City and Town of Colma area. These include transportation, water supply, sewage, solid waste, police, fire and schools.

a. Transportation

Daly City is well located as to available regional facilities, being at the fringe of the regional hub, San Francisco, as illustrated in Figure 3. Total travel time to downtown San Francisco using BART is 25 to 30 minutes from the Daly City terminus.

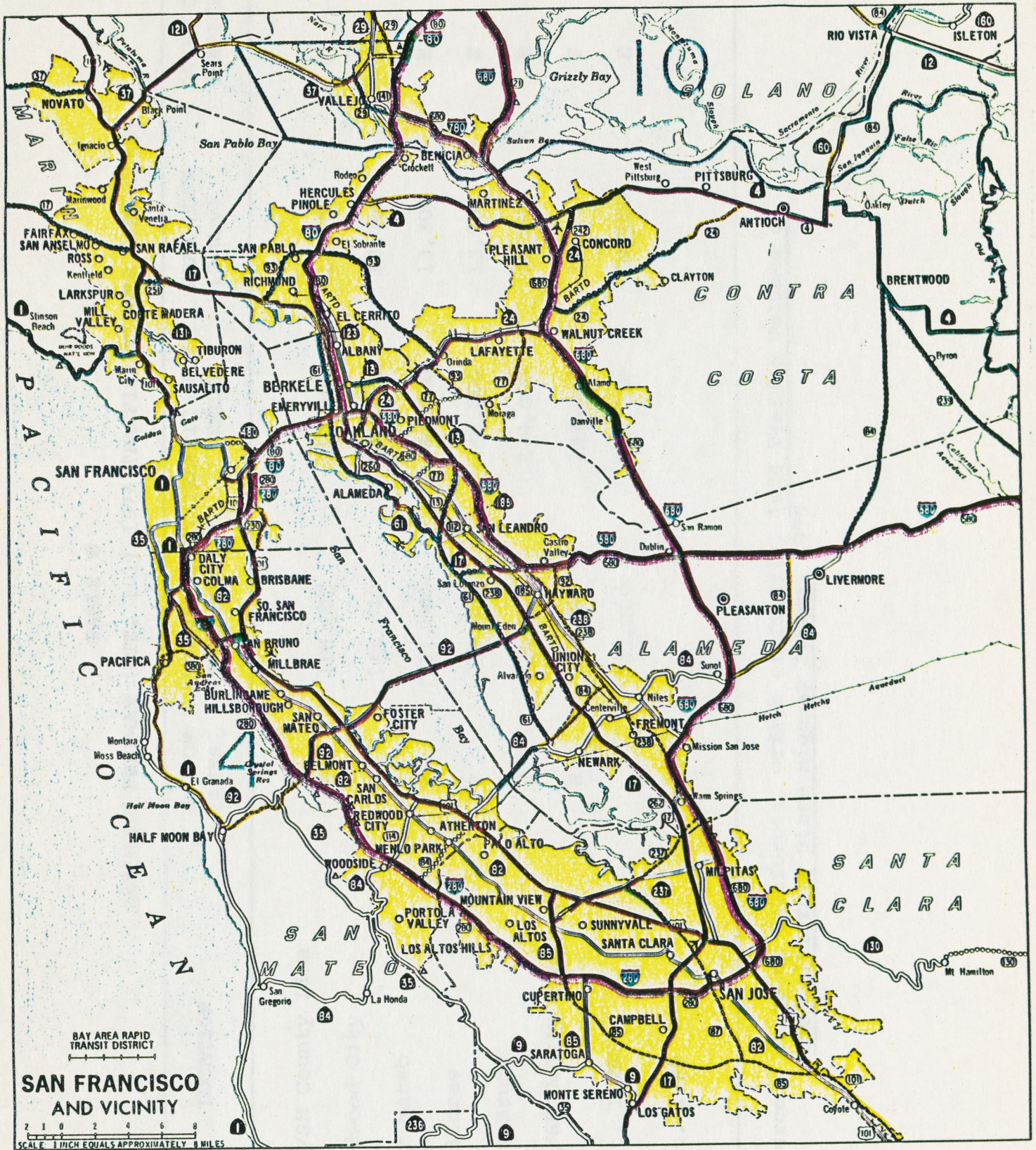
Southern Pacific peninsula commuter Service is located in South San Francisco, with 13 minute travel time to the San Francisco terminal and 67 minutes to San Jose.

Greyhound Lines operates express service between San Jose and San Francisco with a few intermediate stops. Commuter service is provided along El Camino Real and Bayshore Boulevard.

Patronage on all transit lines except BART have been historically declining due to competition from the automobile. Studies are currently underway to remedy the fragmented condition of public transit service.

Regional highway access is excellent, but conditions on both Interstate 280 and Route 101 are heavily congested at peak hours. 1975 traffic volumes are shown in Tables 8 and 9. Traffic increases along Route 101 have been slight since 1972 as shown in Table 8. Route I - 280 traffic, as shown in Table 9, has increased substantially at points south of San Mateo/San Francisco County line (BART terminus), decreased marginally from there northerly

FIGURE 3



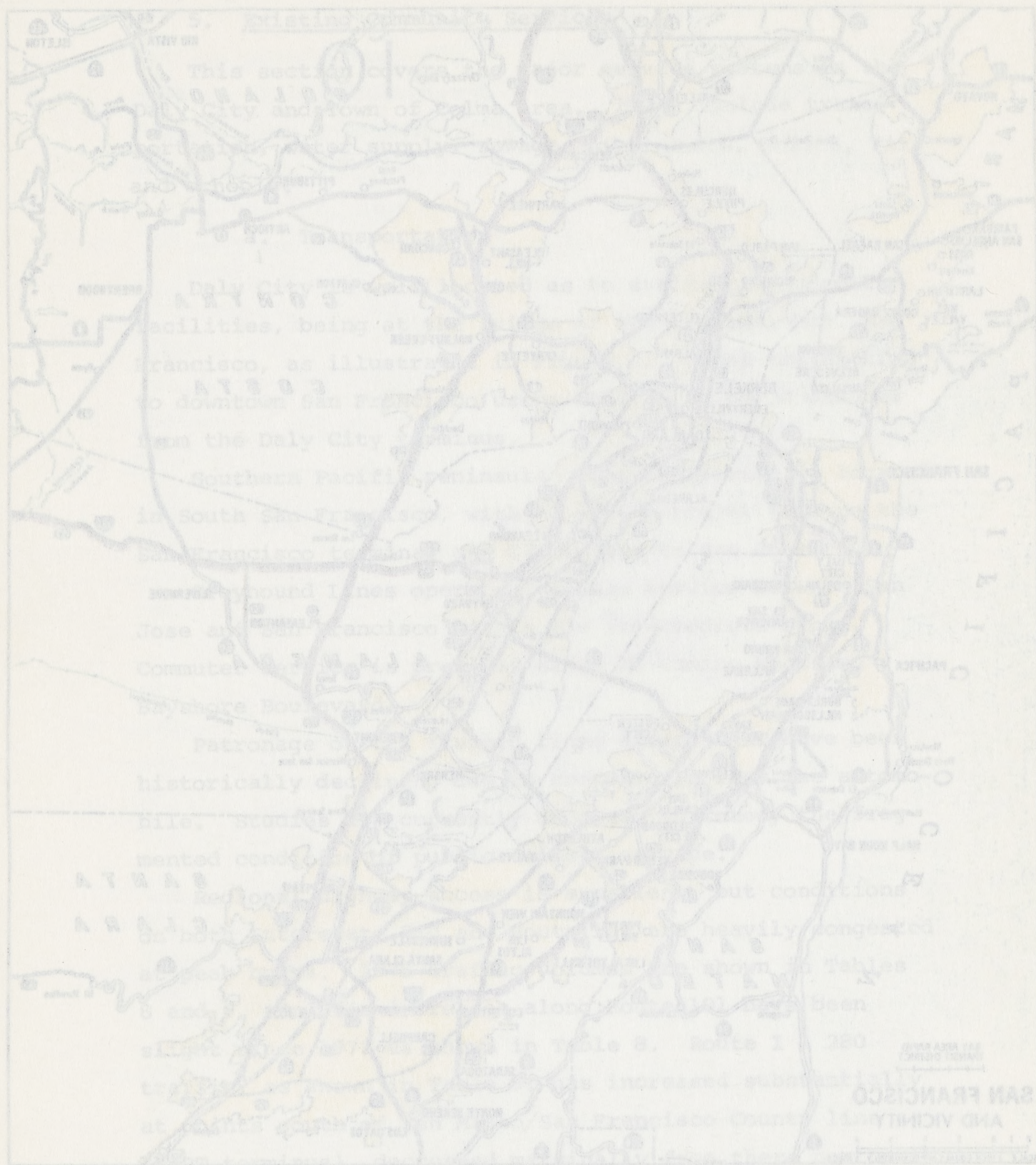


TABLE 8

BAYSHORE FREEWAY (RTE. 101) 1974 TRAFFIC VOLUMES (VEHICLES)

LOCATION	NO. OF LANES	AVERAGE DAILY PEAK MONTH	TRAFFIC (ADT) ANNUAL	PEAK-HOUR (2-Way)	LEVEL OF SERVICE
SC/SM County Line	6	118,000	110,000	10,500	F
Redwood City	8	144,000	133,000	12,700	E
San Mateo	8	151,000	140,000	13,300	E
Millbrae	8	157,000	146,000	13,900	E
San Bruno	8	138,000	128,000	12,200	E
SM/SF County Line	8	142,000	132,000	12,600	E
Jct. I-280	8	205,000	190,000	18,100	E
Jct. I-80					

Source: State of California, Office of Traffic, 1974 Traffic Volumes on
the California State Highway System, 1975

TABLE 9

I-280 1974 TRAFFIC VOLUMES (VEHICLES)

LOCATION	NO. OF LANES	AVERAGE DAILY TRAFFIC (ADT) PEAK MONTH	ANNUAL	PEAK-HOUR (2-Way)	LEVEL OF SERVICE
Jct. Route 92, San Mateo	8	53,000	47,000	4,700	A
Hillsborough	8	59,000	53,000	5,200	A
Millbrae	8	65,000	58,000	6,400	A
San Bruno	8	112,000	100,000	11,100	B-/C+
Jct. Route 1 Daly City	8	129,000	115,000	12,700	D
SM/SF County Line	6	110,000	102,000	9,200	D
Jct. Route 101	6	44,500	41,500	3,750	A
End Freeway					

Source: State of California, Office of Traffic, 1974 Traffic Volumes on the
California State Highway System, 1975

to the Route 101 interchange, and increased from that point toward the access points to central San Francisco. Assessment of trends is hazardous in light of ongoing highway construction and fuel shortages, but traffic is generally increasing and BART diverts a number of trips from I-280 in the Daly City Terminus region. Construction of I-380 soon to be completed from I-280 to Route 101, near San Francisco Airport, is expected to alter travel patterns.

There are no pedestrian paths, bicycle routes or equestrian trails in Daly City.

Local transit is provided in Daly City by Northgate Transit Lines, a cooperative business of independent owner-operators, franchised to operate in northern San Mateo County. Service routes are too widely spaced to give full service. Headways are generally 20 to 30 minutes. Service is provided to the BART Daly City terminus.

The Southern Pacific Transportation Company maintains a right-of-way through South San Francisco, Colma and Daly City which ends at Knowles Avenue. Traffic on the line is currently one train per day of about 20 cars. No conflict is anticipated between this activity and street traffic. The service is not likely to expand significantly in the future as the area is completely developed.

b. Water

The Daly City municipal water system covers all of Daly City except the Bayshore area which is served by Dimond Public Utility District. The total water consumption for Daly City in 1974 was 2,639 million gallons. The demand for water in the Bayshore area is approximately 127 million gallons per year.

The water supply is basically derived from two sources--reservoirs and wells. Due to various trends, such as a lower water table, saltwater intrusion, and groundwater contamination, the use of wells is decreasing, and reliance on reservoirs is increasing.

The storage capacity of the city is now 21,069,000 gallons, and the following is a list of storage facilities in Daly City:

		<u>LOCATION</u>	<u>TYPE OF CONSTRUCTION</u>	<u>CAPACITY IN GALLONS</u>
1916	Reservoir #1	- above Lausanne & Peoria	Concrete	703,000
1932	Reservoir #2	- above Templeton & Crocker	Concrete	1,038,000
1962	Reservoir #2B	- Oakridge & Alta Vista Way	Steel	490,000
1934	Reservoir #3	- theirs & Orange	Concrete	978,000
1955	Reservoir #4	- Montrose & Southgate	Concrete	1,370,000
1956	Reservoir #5	- Westmoor & Upland	Concrete	1,481,000
1957	Reservoir #5	- Westmoor & Upland	Redwood	50,000
1974	Reservoir #5B	- Margate & Parnell	Concrete	10,277,000
1960	Reservoir #6	- Skyline & Oceanside	Concrete	1,495,000
1966	Reservoir #6B	- Nelson Court	Concrete	1,451,000
1962	Reservoir #7	- near Glencourt & Skyline (in Pacifica)	Steel	1,487,000
1962	Citrus Sump	- 792 Niantic Avenue	Concrete	119,700
1966	Westlake Sump	- 295 Coronado Avenue	Concrete	129,300
Total Capacity of System				<u><u>21,069,000</u></u>

The Town of Colma presently receives water from the San Francisco Water Department and the California Water Service Company. Water to the Serra Shopping Center is supplied by the Daly City Water Department, and the estimated total water demanded by this shopping area is approximately 29 million gallons per year.

c. Sewer

Collection of sewage is accomplished by a network of inter-connected sewer pipes which receive and ultimately deliver sewage to a treatment facility. The degree of treatment provided by a facility ranges from partial suspended solids removal and chlorination in a primary treatment plant to almost complete renovation of wastewater in a tertiary plant. After treatment, wastewater effluent is normally discharged into a receiving water or disposed of by land disposal.

The North San Mateo County Sanitation District provides sewer service to most of Daly City, the Broadmoor area, and a large portion of the Town of Colma. The district has both a collection system and treatment facilities. After receiving primary treatment, wastewater effluent is discharged into the Pacific Ocean through a 2,500 foot outfall. Thus, the discharge requirements are at present somewhat less than those for San Francisco Bay (Regional Water Quality Control Board).

The present design flow of the system is 6.0 million gallons per day, while the present dry and wet weather flow is approximately 5.8 and 6.2 million gallons per day. With the planned expanded treatment plant the design flow will be enlarged to 8.0 MGD to accommodate an expected dry

and wet weather flow of 8.0 and 8.5 MGD, respectively. The treatment plant handled an average daily flow of 4.407 million gallons during 1974 with a current peak day flow of 8.0 MGD (See Table 10).

The future expansion plans call for enlargement and upgrading of the existing wastewater treatment facilities and the utilization of effluent as a source of reclaimed water for irrigation. It is anticipated that the facilities will be expanded to treat a 8.0 MGD design flow by 1977 with a pure-oxygen-activated sludge system and additional tertiary treatment for polishing the effluent.

d. Solid Waste

A municipal solid waste management system consists of the collection, transport, processing and disposal of refuse and garbage from various municipal sources.

Normally, collection of municipal solid wastes is performed by an agency which collects and transports wastes to a landfill site for final disposal. Most collection trucks are equipped with compaction-type bodies to effectively reduce the volume of collected wastes.

There are several categories of landfills, ranging from sanitary landfills to open dumps. A sanitary landfill consists of dumping and compacting solid wastes and covering them daily with compacted earth. A modified sanitary landfill involves periodic covering of refuse with compacted earth but not usually at daily intervals. In contrast, open dumps do not involve the covering of refuse with compacted earth and are usually accompanied by continuous or periodic burning.

TABLE 10

NORTH SAN MATEO COUNTY SANITATION DISTRICT
ANNUAL AVERAGE WASTE CHARACTERISTICS AND LOADING, 1974 SUMMARY

1974 MONTH	FLOW			BOD		SUSPENDED SOLIDS		GREASE	
	AVE DAILY (MG)	MAX DAILY (MG)	MIN DAILY (MG)	mg/l	lbs/day	mg/l	lbs/day	mg/l	lbs/day
JAN	4.101	5.419	3.300	180	6156	102	3489	45.8	1566
FEB	4.119	5.043	3.762	172	5909	91	3126	49.4	1697
MAR *	4.576	5.855	3.912	174	6641	88	3358	52.2	1992
APR	4.552	5.309	4.319	189	7175	104	3948	48.9	1856
MAY	4.436	4.694	4.117	165	6104	96	3552	50.0	1850
JUN	4.404	4.684	4.128	169	6207	96	3526	49.6	1822
JUL	4.242	4.521	4.031	167	5908	111	3927	46.5	1645
AUG	4.260	4.408	4.160	194	6893	113	4015	49.1	1744
SEP	4.502	4.801	4.088	179	6721	87	3267	47.4	1780
OCT	4.517	4.895	4.217	179	6743	82	3089	50.2	1891
NOV	4.567	5.043	4.308	160	6094	90	3428	52.5	2000
DEC	4.614	5.250	4.033	165	6349	82	3155	54.2	2086
TOTAL	52.89	59.92	48.38	2093	76900	1142	41880	595.8	21929
AVERAGE	4.407	4.993	4.031	174	6408	95	3490	49.6	1827

* Flow meter recalibrated

Source: Bay Area Sewer Services Agency, 1974 Annual Report,
North San Mateo County Sanitation District, 1975

The County of San Mateo is not presently engaged directly in refuse collection or disposal. However, the County actively participates in planning for the ultimate disposal of solid wastes in cooperation with cities in the county. Collection franchises are issued by the local jurisdictions.

The San Mateo County Engineering and Road Department has lead responsibility for developing plans for solid waste management. The plan, to be adopted by the Board of Supervisors by January 1, 1976, anticipates utilization of both transfer stations and regional disposal sites. A transfer station is a site where large amounts of solid wastes collected from subregional areas are transferred into large capacity trucks for ultimate delivery to a regional disposal site.

Presently the Daly City Scavenger Company provides collection service to Daly City and Colma, and collected wastes are currently disposed of at the Mussel Rock site. Since the Mussel Rock site has anticipated life expectancy of 15 to 25 years, the Daly City Scavenger Company will have no immediate problem with regard to available landfill capacity.

e. Police and Fire Protection Services

The proximity of fire stations to the population to be served ranks much higher in importance than the relative location of police stations. This difference is primarily due to the fact that police services operate by a constant patrolling of their service area, while fire departments are located in fixed, centralized locations. The Daly City Police Department is located in the Civic Center on 90th

Street and Sullivan Avenue. At the present time Daly City has 107 full time positions including 87 officers for the 1975-76 budget. The unincorporated Broadmoor and unincorporated Colma areas are provided police protection by the Broadmoor Police Protection District (refer to Section VI-D) which presently has 7 full time people including 6 officers and 2 part-time patrolmen. A one story house located at 388 88th Street serves as police headquarters for the district. The Town of Colma presently provides police protection within the town with a total paid personnel complement of eight, including 6 officers. Presently, there are eight active reserves with the Colma police force.

The existing fire stations near the unincorporated areas of Broadmoor and Colma in the City of Daly City are shown in Figure 5, and a complete listing of all fire stations in Daly City is shown in Table 14, both found in Section V-A. The stations in the proximity of Broadmoor are:

- Daly City, Station No. 1 - Two engines, one ladder
- Daly City, Station No. 2 - Two engines
- Daly City, Station No. 5 - Two engines, one ladder
one squad
- Colma Fire Protection
District, Station No. 8 - Two engines

The Daly City Fire Department has a total of 87 full time regular positions plus four CETA positions budgeted for 1975/76. The Colma Fire Protection District is an all volunteer force with 31 part time people. (Refer to Section V-A and VI-C of this report for a detailed description of these fire services.)

f. Education

The total Daly City and Colma area is served by three elementary school districts (grades K-8), one high school district (grades 9-12), and one unified school district. At present, there are 24 elementary or intermediate schools and four high schools now in operation. There are also three parochial grade schools in Daly City. These schools are listed in the following Table 11. These school districts, serving Daly City and Colma, have been reviewed in terms of their capacity and present enrollment.

TABLE 11

PUBLIC AND PRIVATE SCHOOLS, DALY CITY AND COLMA

DISTRICT AND SCHOOL	SITE AREA (ACRES)	GRADES	CAPACITY	1975 FALL ENROLLMENT
<u>Bayshore Elementary School District</u>				
Bayshore	2.5	K-3	325	218
Midway	1.1	K-4	175	
Robertson	4.6	4-8	400	196
<u>Brisbane Elementary School District</u>				
Panorama	12.0	K-6	350	307
<u>Jefferson Elementary School District</u>				
Ben Franklin	17.4	7-8	750	740
Colma	[19.5]	K-6	463	416
Colma Intermediate		7-8	600	648
Columbus	12.8	K-6	615	570
Crocker	2.0	K-3	224	201
Edison	11.9	K-6	559	526
Garden Village	6.4	K-6	404	336
Kennedy	13.7	K-6	410	412
Lincoln	11.9	K-6	351	330
Olympia	3.0	K-5	230	190
Pauline Brown	13.6	K-6	438	401
Pershing	1.4	K-3	196	198
Rivera	5.1	4-7	600	611
Roosevelt	13.0	K-6	556	463
Vista Mar	8.2	K-6	407	379
Washington	6.1	4-6	310	282
Webster	12.9	K-6	410	407
Westlake	7.1	K-6	292	299
Wilson	1.7	K-6	494	456
<u>South San Francisco Unified School District</u>				
Junipero Serra	6.5	K-6	628	528
Skyline	8.3	K-6	450	267
<u>Jefferson Union High School District</u>				
Jefferson	20.6	9-12	1,414	1,207
Westmoor	59.1	9-12	1,935	1,940
Serramonte	56.1	9-12	1,800	1,422
Thornton	1.0	9-12	330	219
<u>Parochial Schools</u>				
Holy Angels	4.9	1-8	300	264
Our Lady of Mercy	6.4	108	640	632
Our Lady of Perpetual Help	1.7	1-8	320	291

D. IDENTIFICATION OF ENVIRONMENTAL IMPACTS

1. General

The adoption, per se, of these sphere of influence designations will have no direct physical environmental impacts. The inclusion of the primary and secondary unincorporated lands within the Daly City sphere of influence is a long overdue designation involving land already significantly developed and receiving presently a full range of urban services.

The only conceivable impact that these sphere of influence designations may have in the future will be socio-economic or cultural environmental impacts resulting from possible changes of governmental organization or reorganization approved by the Commission using these recommended sphere designations as a factor in evaluating proposals. As used in this assessment, these socio-economic environmental impacts will be land use, community services and economic structure impacts. Again, any adopted sphere of influence designation by the Formation Commission does not pre-determine any action by the Commission in the future. The sphere designations also are not irrevocable actions or commitments as other actions or "projects" may be. These sphere of influence designations rely on future governmental actions for the inclusion of any subject unincorporated lands within a city. Where future resolutions or ordinances are required, necessitating discretionary action by a local agency and LAFCo, further environmental documentation will be required.

2. Land Use Impacts

The recommended sphere of influence designation for Daly City indicates that the subject unincorporated areas

should be included within the domain of Daly City in the future. As stated before, the Daly City General Plan already includes these areas within the planning area. The Plan designates the subject unincorporated golf courses for golf course use in the future. There has been no indication by the golf courses that there will be any change in the use of these lands in the future. The County General Plan, lacking the detail of the Daly City General Plan, places these lands in high density residential use. Presently, the golf courses are zoned RE-S-9, which permits among several uses, one family dwelling on a minimum building site of 10,000 square feet. The County Planning Department is attempting to change this zoning to its more restrictive "Resource Management" zoning classification. Hearings on this matter are now in progress. Since there is a small percentage of vacant land presently existing in the subject Broadmoor and Unincorporated Colma areas, it is assumed that the general land use of this area will remain relatively static if included within the City. Generally, the land use allowable under present County zoning is not more restrictive than the uses called for under the Daly City General Plan. The County does have larger minimum lot size requirements than the City of Daly City. Presently, the County requires a minimum building site size of 5,000 square feet in the residential R-1-S-7 District within Broadmoor and Unincorporated Colma, while Daly City requires a minimum building site of 3,000 square feet on new residential structures and 2,500 square feet on resubdivisions. Even though the lots within Broadmoor exceed the minimum lot size of Daly City, it is not expected, due to the positioning of homes in the area,

that any significant number of these lots could be split for further development. It is also not probable that the general single family residential zoning character of the Broadmoor area would be altered under the direction of Daly City.

Some future development can be expected in the unincorporated Colma area, particularly below "D" Street in the area of the Colma golf range. Commercial and light industrial use is allowable under present County zoning, and the Daly City General Plan also designates this area for commercial use (retail business and offices).

The staff could find no evidence of any plans by Daly City to widen any roads through these subject areas if they were annexed to the City.

3. Community Service Impacts

The impacts of the recommended sphere of influence designations on community services are discussed generally for each service. A more detailed discussion can be derived from each local agency analysis in Sections V and VI of this report.

a. Transportation

No significant increased urbanization is facilitated by the recommended spheres. Thus, no increased demand for transportation facilities is expected as a result of these sphere designations. Daly City has indicated a willingness and an ability to maintain and enhance the subject unincorporated area upon annexation of the area.

b. Water

As described in the previous section on existing water services, the unincorporated Broadmoor and Colma area receives water service primarily from the California Water

Service Company. Daly City, in providing water service to most of the City through its own water department, has not indicated that the Broadmoor system would be purchased and joined into the City's water system upon annexation. No development is expected in this area which would result in any significant increased demand for water.

In the Bayshore neighborhood of Daly City, with Dimond Public Utility presently acting as the conveyor of water, no significant increase in the demand for water is expected. This would not change if Daly City assumed the responsibility of providing the services of this District.

c. Sewer

No significant increase in demand on sewer systems is expected as a result of these proposed sphere of influence designations. The subject unincorporated Broadmoor/Colma, Lake Merced Golf and Country Club area and most of Daly City are already included within the North San Mateo County Sanitation District boundaries. The inclusion of the Bayshore neighborhood of Daly City, which is now served by the Bayshore Sanitary District, within the North San Mateo County Sanitation District, as recommended in Section VI-B, will not place any additional demand on the sanitation district system, since the flow from this neighborhood would still be treated by the southeast treatment plant in San Francisco.

d. Solid Waste

The recommended sphere of influence designations generate no impacts on the solid waste disposal function, inasmuch as solid waste services are already provided to the sphere areas by the Daly City Scavenger Company, and no change in the provision of this service will result from any resultant jurisdictional changes.

e. Police and Fire Protection Services

The recommended sphere of influence assignments would have no adverse impact on police services in the study area. To the extent that the Daly City sphere of influence would encourage one police agency servicing the general area, after annexation of the subject unincorporated areas, services could be provided more effectively. Presently, there is already an unavoidable routing of Daly City police through parts of the the unincorporated area. Daly City anticipates no problem in providing police protection to this unincorporated urbanized area after annexation. No additional manpower in the long run will be needed to service the area.

The proposed sphere of influence designations will have no adverse impact upon fire services. If, in fact, the annexation of the subject unincorporated areas to Daly City did come about, better distribution of manpower, consolidated administration and training, and better utilization of stations in the same approximate area would all contribute toward improved service. A specific benefit would be that the golf courses and the unincorporated Southern Hills area would have a reliable response by the Daly City fire department without wondering about the arrival of the California Division of Forestry from its Belmont Station.

The recommended Daly City sphere of influence splits the present Colma Fire Protection District. With any future annexation to Daly City of unincorporated Colma, where the present district fire station is located, a disposition of assets would have to be worked out between the City and the remaining district (Town of Colma). Disposition of such assets is a common practice as governmental services are reorganized.

The option of a contractual relationship between the remaining entity (the Town of Colma) with Daly City (or South San Francisco) would exist.

f. Educational Services

These proposed sphere of influence designations will have no direct impact on educational services in the study area. The five school districts involved would serve the Daly City/Colma area regardless of sphere boundaries. No significant expansion of the present urban area will result from these sphere of influence assignments, thus, no significant increase in attendance is expected in the schools.

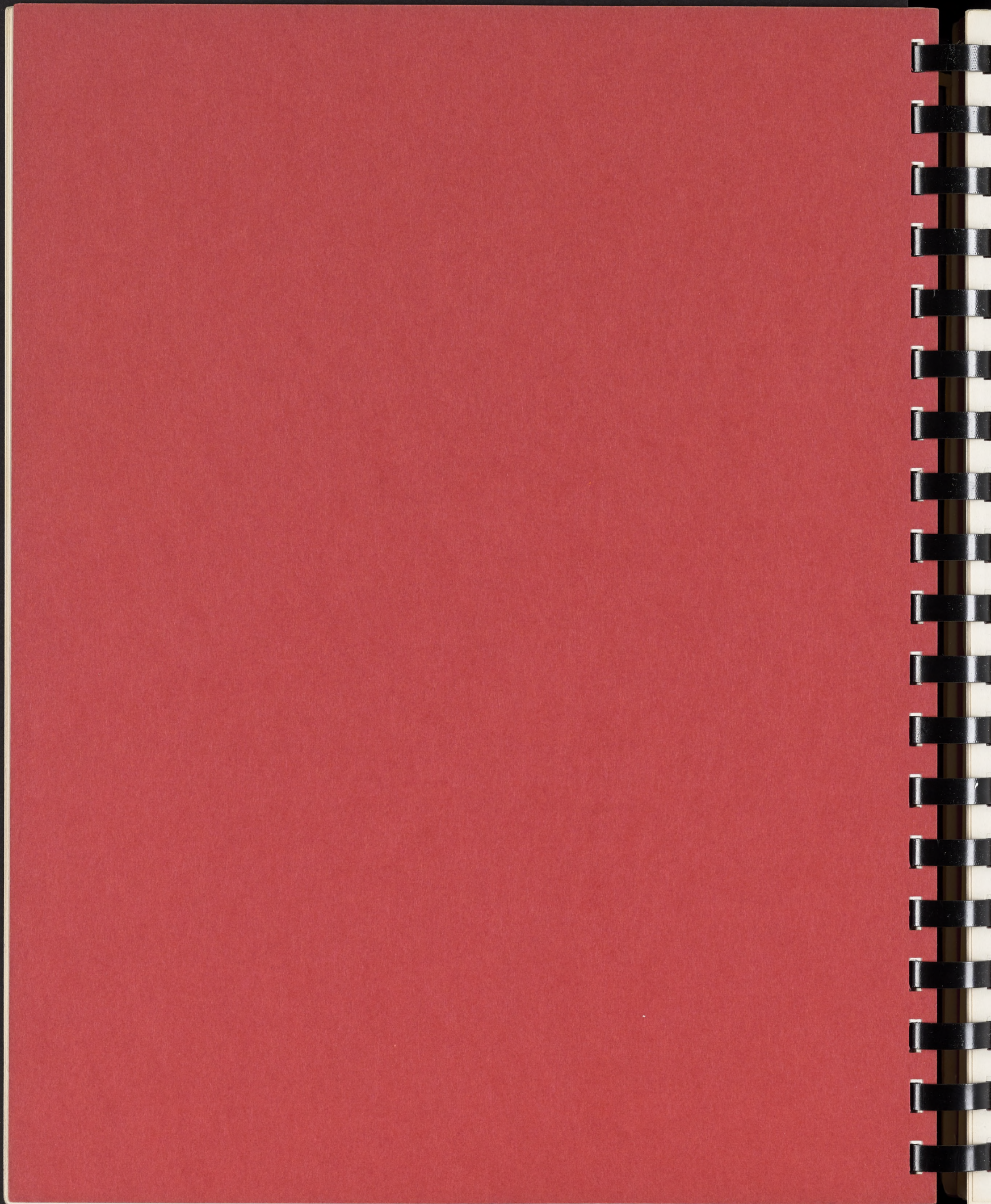
4. Fiscal Impacts

Since these recommended sphere of influence designations will not result in any significant development, no increase in the existing tax base is expected. What would result would be the additional revenues and expenditures resulting from any annexation of the subject unincorporated land to Daly City. The total 1975/76 assessed valuation of the unincorporated Broadmoor/Colma area is \$15,549,136. Expected additional property tax revenues to Daly City with the annexation of this unincorporated area will be approximately \$294,000. Other estimated revenues to Daly City total \$246,200, as shown in the Daly City analysis section of this report. The total assessed valuation of the secondary unincorporated areas is \$1,090,217, which represents an additional \$20,600 to Daly City. The total cost to Daly City of services to this area is approximately \$349,930, thus resulting in a net favorable fiscal impact to the City of \$210,870. Any other political jurisdictional changes of organization resulting from these proposed spheres of influence should not result in any significant adverse fiscal impacts.

E. CONCLUSION

Potential adverse impacts have been analyzed, and it is unlikely, due to the already urbanized character of the study area, that any significant harm to the environment will result from the recommended sphere of influence determinations.

**IV. FRAMEWORK FOR CITY AND SPECIAL
DISTRICT ANALYSIS**



A. PRIMARY SUBJECT UNINCORPORATED AREA - BROADMOOR
AND UNINCORPORATED COLMA

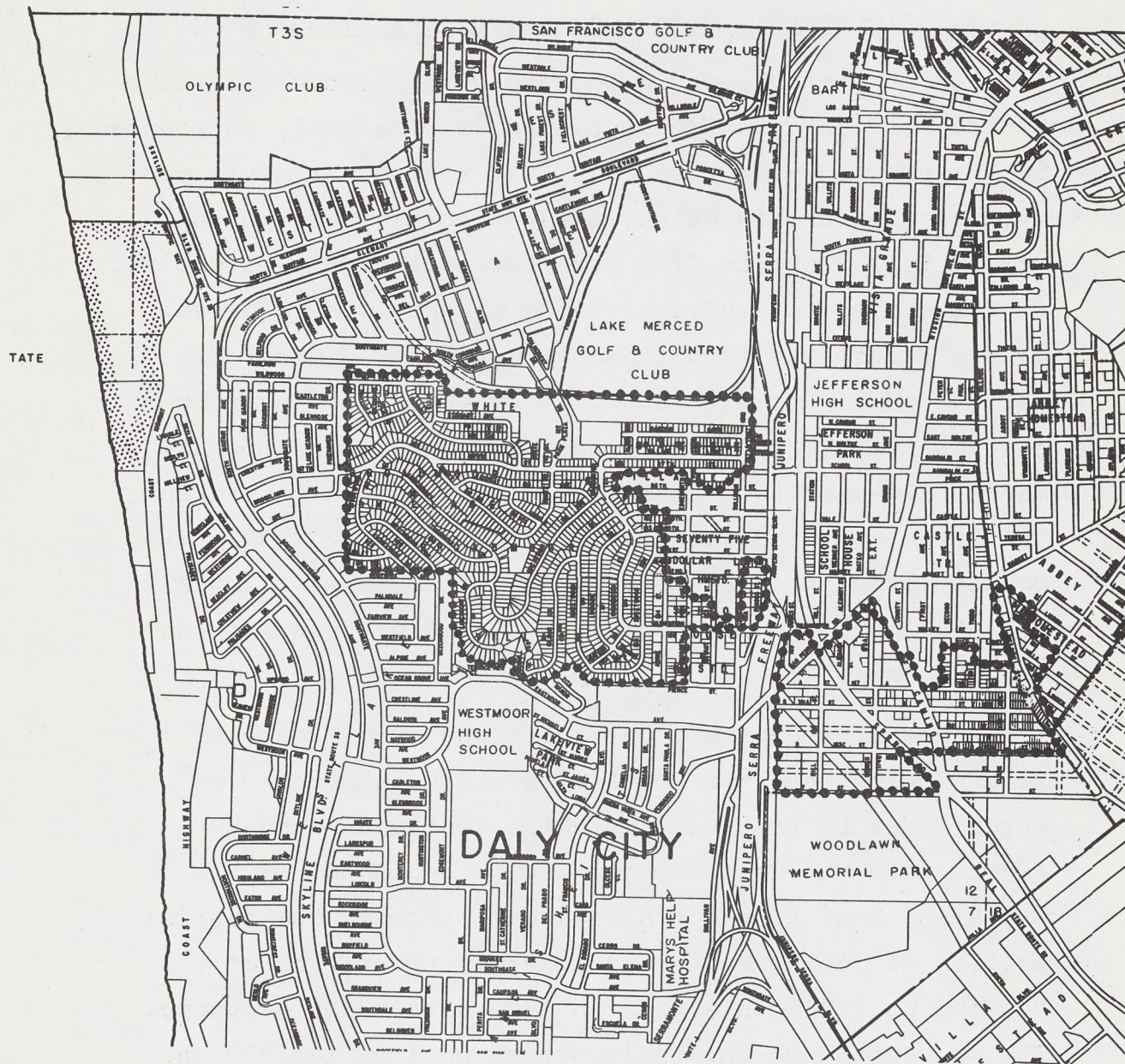
1. Demographic Comparisons and Area Planning

The Broadmoor area is located directly south of Lake Merced Golf and Country Club, and is completely surrounded by the territory of Daly City. Broadmoor was developed by Stoneson in this unincorporated portion of the Lake Merced Valley and is directly west of the Daly City Civic Center (refer to Figure 4). The larger lots required by the County resulted in construction of a greater variety of home styles and more extensive landscaping than is typical of most of the western area. Approximately two-thirds of the occupied housing units within the Broadmoor area were owner occupied as of 1970. The population of the unincorporated Broadmoor area in 1970 was 4,912.^{14/} The median family income of this area was \$12,183 in 1970.

Across the Junipero Serra Freeway from Broadmoor is the unincorporated Colma area which is bounded on three sides by Daly City with its southern boundary adjacent to the Town of Colma. The beginning of the El Camino Real runs north and south through the central portion of this area. Approximately two-fifths of the housing units in this area in 1970 were owner occupied. The population of this unincorporated area in 1970 was 1,803,^{15/} and the median family income was \$10,402.

FIGURE 4

BROADMOOR AND UNINCORPORATED COLMA AREA



A comparison of income/occupation information in 1970 between these two areas with Daly City is as follows:

INCOME/OCCUPATION COMPARISON, 1970

Area	Median Family Income	Median Income (Unrelated Individuals)	Percent of Family Income Greater Than \$15,000	Percent of White Collar Occupations
Daly City	\$12,299	\$5,537	32%	55%
Broadmoor	12,183	5,212	28%	57%
Unincorporated Colma	10,402	4,236	23%	50%

* White Collar occupations include professional, technical and kindred workers; managers and administrators, except farm; sales workers; and clerical and kindred workers.

SOURCE: 1970 Census of Population and Housing

A comparison of stated population figures for 1970 with estimates to 1995 of these subject areas with Daly City is as follows:

POPULATION PROJECTION

Area	1970	1975	1980	1995
Daly City	66,900	72,500	75,000	82,000 *
Broadmoor **	4,912	5,322	5,599	5,891
Unincorporated Colma **	1,803	1,954	2,056	2,164

* Does not assume possible annexation of Crocker Hills.

** Low growth due to limited acreage suitable for development and continuation of declining birthrate.

SOURCE: San Mateo County Planning Department

Additionally, a comparison of race and age statistics in 1970 for these respective areas is as follows:

POPULATION BY AGE GROUP
AS A PERCENTAGE OF TOTAL POPULATION, 1970

<u>Area</u>	<u>Under 5</u>	<u>18 and Over</u>	<u>65 and Over</u>
Daly City	8.9%	66.1%	5.4%
Broadmoor	9.8	65.0	4.2
Unincorporated Colma	9.7	63.8	6.4

SOURCE: 1970 Census of Population and Housing

POPULATION BY RACE
AS A PERCENTAGE OF TOTAL POPULATION, 1970

<u>Area</u>	<u>White</u>	<u>Spanish Surname</u>	<u>Negro</u>	<u>Other</u>
Daly City	68.0%	18.7%	5.3%	8.0%
Broadmoor	69.9	22.2	1.1	6.8
Unincorporated Colma	89.0	4.4	1.4	5.2

SOURCE: 1970 Census of Population and Housing

Broadmoor represents approximately three-fourths of the subject unincorporated territory's population. For the above selected demographic information compared, Broadmoor is very similar to Daly City.

Broadmoor is totally developed and unincorporated Colma significantly so; over 95 percent of the land area in Broadmoor is single-family residences. The land area in unincorporated Colma is used for a variety of services and trades with some residential use and an estimated 15 percent of the land being vacant. Restaurants, medical and professional services, public facilities, motels, cemetery offices,

gas stations, retail trade, green houses, and single family residences are prominent in the area.

The County General Plan shows these subject areas (along with the rest of the Daly City area) in high density (over 15 persons per gross community acre) residential development. The County has not prepared more detailed plans for these areas. Broadmoor is presently zoned R-1-S-7 for primarily single-family residential use. Present zoning within unincorporated Colma includes commercial, light industrial and residential uses.

2. Description of Services within the Subject Area

The California Water Service Company provides service to most of the Broadmoor and unincorporated Colma area. The San Francisco Water Department provides service to parts of the Garden Village area (Garden Lane, Village Lane, and Sullivan) just south of the Lake Merced Golf and Country Club.

The California Water Service Company estimates water demand for this area at approximately 210.3 million gallons of water per year. Since the population growth in this area has been and is expected to be relatively stable, water demanded in the future should approximate this present demand for water.

The North San Mateo County Sanitation District (refer to Section VI-A) presently provides sewage services to this entire unincorporated subject area.

A private company, the Daly City Scavenger Company, provides waste collection and disposal services to this subject area. Local transit within the area is provided by Northgate Transit, Inc. and by Pacific Greyhound's peninsula commuter service with both of these companies

operating under State Public Utilities Commission permits. No community differentiation is made with the provision of either of the above services to the subject area.

The subject area is part of the Jefferson Union High School District, and the Jefferson Elementary School District. There are two public schools operating within the unincorporated Broadmoor area--the Ben Franklin School (grades 7-8) and the Garden Village School (grades K-6). The Jefferson Elementary School District boundary makes no distinction between city and county lands. Presently, students from the Broadmoor area attend Westmoor High School, and students in unincorporated Colma attend Jefferson Union High School.

No community parks are presently within the subject area, and the County presently has no plans for parks in this area in the future.

The County Road Department, in maintaining roads in the subject area, spent \$16,757 in fiscal year 1974-75. It is anticipated that the level of maintenance in 1980 and 1995 for these roads will be approximately the same, in constant dollars, as present expenditures. The Road Department plans to resurface Broadmoor Village prior to 1995, and the current cost for this work is expected to be \$490,000.

The County operates a corporation yard located in the Town of Colma, which services Road Maintenance Districts 1, 2 and 3, and a section of District 4, extending down to San Mateo. Five men are stationed in this yard, at a monthly cost of \$10,217. The subject area lies within Road Maintenance District No. 1

Fire Protection to the subject area is provided by the Colma Fire Protection District (refer to Section VI-C for an analysis of the fire district).

Police protection is provided to the residents of the area through one of the last police protection districts in the State of California, the Broadmoor Police Protection District (refer to Section VI-D for an analysis of this police district).

B. DESCRIPTION OF SERVICES WITHIN THE SECONDARY UNINCORPORATED AREAS

In addition to the primary subject unincorporated areas being analyzed, the following lands contiguous to Daly City must be given consideration in designating a sphere of influence for the City.

1. The Olympic Country Club
2. Lake Merced Golf and Country Club
3. San Francisco Golf and Country Club
4. A small unincorporated pocket between Daly City and San Francisco at Canyon Drive and Cordova Street (Southern Hills)

Lake Merced Golf and Country Club is almost completely surrounded by Daly City, lying north of Garden Village. Portions of the Olympic and San Francisco Golf Clubs overlap into San Mateo County and are contiguous to the City boundaries. The total acreage of these three golf courses in San Mateo County is as follows:

	<u>Acres</u>
Olympic Country Club	186
San Francisco Golf and Country Club	31
Lake Merced Golf and Country Club	<u>142</u>
Total	359

Presently, the only golf club that Daly City provides water to is the Olympic Country Club for their sprinkler system. The San Francisco Water Department provides water to the Lake Merced and San Francisco Country Clubhouses.

Fire protection to all three of these golf courses is provided by the California Division of Forestry out of its Belmont station on Tower Road. For the Olympic Country Club and the San Francisco Golf and Country Club, protection is limited to greens protection, since the clubhouse structures are located outside the County limits. C.D.F. does provide structural protection to the Lake Merced Golf and Country Club. Response time to these areas by C.D.F. from its Belmont station is approximately twenty to twenty-five minutes.

Police Protection to these courses is provided through the County Sheriff's office, with Daly City used as a backup under an emergency situation.

The Olympic Club and the San Francisco Golf and Country Club are outside the North San Mateo County Sanitation District's boundary and are serviced by the City of San Francisco. The Lake Merced course is provided sanitary services by the above district.

The unincorporated pocket at Canyon and Cordova Streets receives water from the San Francisco Water Department. There are twenty-seven services in this area. Fire and police protection are officially provided by the California Division of Forestry and the County Sheriff's Office, respectively. This unincorporated pocket is completely developed. Sewers in this area are tied into the City and County of San Francisco system. No significant capital improvements are planned by the County for this area.

V. CITY SPHERE OF INFLUENCE
REPORTS



A. DALY CITY

1. Brief History and General Background

On the rolling highlands above the Pacific, against the southern boundary of San Francisco, Daly City has evolved from a "market garden, sunny and across-the-line-from-the police fun town",^{16/} a refugee camp in 1906 following the earthquake, an area receiving the exodus from San Francisco in the 1940's, to being the largest city in San Mateo County today with a population of approximately 73,000.

Daly City, incorporated in 1911, was named for dairyman John D. Daly. Early development was characterized by small lots (25 to 33 feet wide) and two-story wood frame houses. Streetcar service along Mission Street was expanded through Daly City to San Mateo in 1903, and expansion in the area continued with improved transportation into the City. The City's population growth as recorded by census counts is as follows:

1920	-	3,779
1930	-	7,838
1940	-	9,625
1950	-	15,191
1960	-	44,791
1970	-	66,922
1975	-	72,500

At the time of incorporation in 1911, the corporate limits embraced 587 acres--not quite a square mile. Today, sixty-four years and sixty-seven annexations later, the City has grown to 4,518 acres, approximately 7 square miles. Sixty-three of the annexations took place since World War II. The present city boundaries are indicated on Figure 8.

Residential development on a large scale followed World War II, with Broadmoor being subdivided in 1946, and the

development of Westlake beginning in 1948. The Bayshore community in the Visitacion Valley was developed during the 1920's, and it was incorporated as a city from 1932 until 1941.

The architecturally unique Daly City Civic Center, located at 90th and Sullivan Avenue, was built in 1967 at a cost of three and one-half million dollars.

2. Services

a. Water Service

The Daly City municipal water system covers all of the City except the Bayshore area which is served by the Dimond Public Utility District. Generally, the City's water system consists of the following components: The transmission and distribution system of 167.8 miles of pipe, which vary in size from 1-1/2 inches to 16 inches in diameter, and fourteen pumping stations located throughout the City which pump water at various elevations directly to consumers and into thirteen storage tanks and reservoirs.

Water is obtained from both City-owned wells and the San Francisco Water Department. There are a total of eight wells, four of which are located near the Citrus Pump Station. Three are located near the Westlake Pump Station, and one is located in the unincorporated Colma area. These wells range in depth from 380 feet to 515 feet.

Presently, about 54 percent of the municipal water needs of Daly City are met by the groundwater pumping, and the remaining supply is purchased from the San Francisco Water Department from the Hetch Hetchy water system.

The major source of ground water is the Daly City aquifer which extends from the Sunset District of San Francisco southward to Lake Merced and Daly City, and thereafter

southeasterly including the Towns of Colma and South San Francisco, to San Bruno and San Francisco Bay. This aquifer is approximately 9 miles long. Its width varies from 1.5 to 2.5 miles, and it has an estimated thickness of 8,000 feet.

As stated in the Environmental Assessment, excessive exploitation of this aquifer has taken place over the years. Kirker-Chapman in its Daly City Groundwater Investigation Report for the City of Daly City, in 1972, estimated that the portion of the aquifer immediately surrounding Daly City, which had a safe yield of 186 million gallons per year, was being overdrawn by 900 percent. Table 2 details the annual volume of water pumped and purchased by Daly City over the past 31 years.

Daly City presently estimates that in the urbanized areas in and around Daly City, the present water demand varies from 105 gallons to 120 gallons per capita per day. As indicated in Table 12, the total amount of water demanded by Daly City per year has increased from 2,520 million gallons in 1970 to 2,639 million gallons in 1974, representing an increase of 5 percent, or an average annual increase of 1.16 percent. This compares to a 7 percent population increase during the same time period, or an average annual increase in population of 1.78 percent. As indicated by this Table, the percentage share of well water demanded of total water demanded has decreased over 10 percent over the 1970 to 1974 time period, while the percentage share of water purchased from San Francisco is approaching half the total water demanded.

The City has recently doubled its storage capacity to 21,069,000 gallons. No capital improvements are planned

TABLE 12

PERCENT DISTRIBUTION OF

WATER DEMAND IN DALY CITY BY SOURCE, 1970-74
(In millions of gallons)

	<u>1970</u>		<u>1971</u>		<u>1972</u>		<u>1973</u>		<u>1974</u>	
	Amount of Total	Percent of Total	Amount of Total	Percent of Total	Amount of Total	Percent of Total	Amount of Total	Percent of Total	Amount of Total	Percent of Total
Well Water	1,609	63.8	1,550	62.3	1,508	60.2	1,416	55.4	1,417	53.7
Purchased from San Francisco	911	36.2	939	37.7	995	39.8	1,139	44.6	1,222	46.3
TOTAL	2,520	100.0	2,489	100.0	2,503	100.0	2,555	100.0	2,639	100.0

SOURCE: Daly City Public Works Department, Water Division, Daly City
Water System Summary, April 28, 1975

by the City to meet any potential increased demand in the future, which as stated above is expected to be slight.

The City is planning capital improvements for replacement of a reservoir and improvements of mains for better fire flow. Specifically, the replacement of Reservoir 2 is proposed for future construction due to its age. In the Bayshore area a main line intertie on Martin Street is proposed for increased fire protection.

As indicated in Table 13, per capita operating expenditures for water increased approximately 45 percent between 1970/71 and 1974/75. Almost four-fifths of this increase has taken place since 1972/73. This recent increase is associated with the greater percentage amount of water purchased from San Francisco, which jumped significantly between 1972 and 1973, as shown in Table 12. Effective January 1975, the San Francisco Water Department increased its rates by 17.4 percent. San Francisco had previously planned to increase its rates by 20.4 percent to users outside San Francisco, and 14 percent to customers within San Francisco. The Bay Area Water Users Association, of which Daly City is a member, has been involved in rate negotiations with San Francisco over three years. The water users have secured an injunction in the United States District Court preventing this differential rate. The matter is now before the court, but in any case, the rate increase will not be less than 17.4 percent.^{17/}

b. Sanitary Service

Two special districts provide sanitary sewer service to Daly City, Broadmoor and parts of Colma (refer to Section VI-A). Service in the Bayshore area of Daly City is provided

TABLE 13

DALY CITY WATER SYSTEM EXPENSES, 1970/71 - 1974/75

	<u>1970/71</u>	<u>1971/72</u>	<u>1972/73</u>	<u>1973/74</u>	<u>1974/75</u>
Water System Labor Cost	\$ 273,323	\$ 303,492	\$ 322,568	\$ 341,432	\$ 407,740
Electric Power for Pumping	104,495	110,251	110,173	126,808	147,000
Purchased Water - San Francisco Water Dept.	221,202	247,516	272,226	278,000	375,000
Maintenance, Materials Contractural Services, and other General Expenses	<u>298,105</u>	<u>310,580</u>	<u>311,477</u>	<u>454,799</u>	<u>485,070</u>
TOTAL OPERATING EXPENSE	\$ 897,125	\$ 971,839	\$ 1,016,444	\$ 1,201,039	\$ 1,414,810
Capital Outlays	129,657	367,993	716,181	1,136,698	204,242
Debt Service	<u>89,542</u>	<u>80,189</u>	<u>74,777</u>	<u>168,178</u>	<u>165,550</u>
TOTAL EXPENSES	\$ 1,116,324	\$ 1,420,021	\$ 1,807,402	\$ 2,505,915	\$ 1,784,602
Per Capita Operating Expense	\$13.41	\$14.28	\$14.69	\$17.08	\$19.51

SOURCE: City of Daly City, Department of Public Works, Water Division,
 1975 Water Rate Study, Exhibit H
 Daly City Finance Department

by the Bayshore Sanitary District (refer to Section VI-B). There is no plan or proposal by the City to engage in these services in the future.

c. Transportation Service

Local transit in Daly City is provided by Northgate Transit, Inc. and by Pacific Greyhound peninsula commuter service. Daly City does not have any agreement or permit of any kind with either company. Both companies are private corporations operating under State Public Utilities Commission permits. Daly City has authorized or otherwise permitted the City and County of San Francisco, and the Cities of Pacifica, South San Francisco and Brisbane to operate municipally owned bus transit within Daly City. Daly City does not intend to engage in transit service, but intends to leave this service entirely up to the San Mateo County Transit District.

d. Refuse Service

A private company, the Daly City Scavenger Company, provides waste collection and disposal services to Daly City, Colma and the Broadmoor area. The refuse disposal site on the Coast north of Mussel Rock is operated by the Company under a franchise agreement with the City. As discussed below, this disposal site will be phased into a park site as landfill operations are concluded. The South San Francisco Scavenger Company presently services the Bayshore Sanitary District area in Daly City, in addition to serving the Crocker Industrial Park, the City of Brisbane, and the City of South San Francisco.

e. Parks and Recreation

The City presently provides 2.75 acres of neighborhood and community parks per 1000 residents in the City.

The Coastside Park of 140 acres accounts for 70 percent of the total 200 acres of all neighborhood and community parks. This park, which is presently used as a refuse disposal site, was acquired by the City a few years ago. Phased development of this park is expected as this landfill operation becomes completed.

DALY CITY NEIGHBORHOOD AND COMMUNITY PARKS WITH ACREAGE

<u>Park</u>	<u>Acreage</u>
Gellert Park	19.5
Westlake Park	10.5
Coastside Park	140.0 +/-
Marchbanks Park	7.8
Westmoor Park	7.6
Broderick Terry Duel Site	3.2
Reservoir 5-B	4.5
Northridge Park	1.3
Edgewood Park	1.0
Palisades Park	1.0
Arden Court Tot-Lot	.4
Canterbury Tot-Lot	.4
Frankfort Park	.6
Lincoln Park	.6
Longview Park	.3
Polaris Way Tot-Lot	.2
Norwood Avenue Tot-Lot	.2
Hampshire Tot-Lot	.4
Camelot Tot-Lot	.4
Morton Avenue Tot-Lot	.5
Alta Loma Tot-Lot	.1
Cameo Court Tot-Lot	.3
Arts and Crafts Center	<u>.1</u>
TOTAL	200.9

SOURCE: Daly City Parks and Recreation Department

The Westmoor, Marchbanks, and Coastside Park are all very close to the unincorporated area and used by all the residents. The City also plans to acquire and develop Hillside Park off Hillside Avenue. In addition to operating

City-owned parks, the City cooperates with school districts to provide supervised recreation programs in schools. The Pauline Brown School, Westmoor High School, Vista Mar, Ben Franklin and Garden Village schools all surround the perimeter of the Broadmoor area. Since weather conditions frequently limit the use of recreation areas, one of the City's greatest recreation needs is for protected indoor or sheltered recreation space. Presently, there are approximately 52,500 square feet of recreation building space in the City, as summarized below.

RECREATION BUILDINGS - SQUARE FOOTAGE

1. War Memorial Community Center	21,136
2. Westlake Community Center	20,000
3. Westlake Clubhouse	2,950
4. Lincoln Park Clubhouse	2,000
5. Lincoln Park Clubhouse	2,400
6. Arts and Crafts Center	1,421
7. Marchbanks Field House	1,242
8. Peoria Street Clubhouse	875
9. Parkview Clubhouse	<u>540</u>
Total	52,564

SOURCE: Daly City Parks and Recreation
Department

Daly City has not considered the acquisition of park sites in the subject unincorporated area. Appendix C summarizes the present and projected plans for parks and open space by the City through 1995.

f. Fire Protection

Daly City presently has the following fire stations:

- #1 - 151 Lake Merced Boulevard
- 2 - 499 Santa Barbara
- 3 - 3001 Geneva
- 4 - 191 Edgemont
- 5 - 444 Gellert

Table 14 presents a summary of pertinent data on these fire stations in Daly City, including the year constructed,

TABLE 14
FIRE STATION SUMMARY

Station No.	Address	Year Built	# of App. Bays	# of Drive Thru Bays	Apparatus Room Size	Dorm Capa- city	Emer. Power	Drill Yard	Room for Expan- sion	Cond.
DALY CITY										
#1	151 Lake Merced Blvd.	1954	2	1	30'x 90'	13	Yes	Poor	Limit.	Good
#2	499 Santa Barbara	1941	2	0	27'x 34'	10	Yes	No	No	Poor
#3	3001 Geneva	1946	2	0	56'x 33'	4	Yes	No	No	Fair
#5	191 Edgemont	1960	2	1	67'x 34'	9	Yes	Yes	Yes	Good
#7	444 Gellert	1973	3	2	70'x 54'	10	Yes	Yes	Yes	Very Good

SOURCE: Gage-Babcock & Associates, Inc., Report on Fire Protection for San Mateo County, January 1975

number of apparatus bays, dormitory capacity, and other relevant information. Figure 5, extracted from the Formation Commission's Fire Protection Report,^{18/} shows the fire station locations in the area. Due to the proximity of Stations #2, #4 and #8* (Colma Fire Protection District), one mile street distances out from these stations clearly overlap each other. Also, certain areas within Broadmoor (which is protected by the Colma Fire Protection District) are within one mile of stations marked #1 and #4. An inventory of apparatus at each fire station is shown in Table 15.

As indicated by the following Table, there is a total of 87 approved 1975/76 city-funded positions in the fire department, including 83 paid uniformed force personnel.

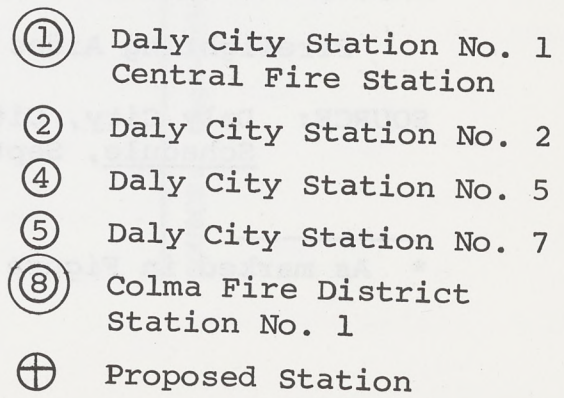
PERSONNEL INVENTORY - FIRE FIGHTING FORCE 1975/76

<u>Positions</u>	<u>Approved Positions (1975/76)</u>
Chief	1
Assistant Chief	1
Battalion Chief	4
Fire Marshal	1
Training Officer	1
Fire Captains	17
Fire Lieutenant	0
Fire Inspector	1
Fire Engineer Operators	24
Firemen	33
Fire Dispatcher Clerks	3
Secretary II	<u>1</u>
Total	87
<u>CETA VI Positions</u>	
Firefighting Aides	4

SOURCE: Daly City, City Manager's Office, Position Schedule, September, 1975

* As marked in Figure 5

Figure 5



An adequate and reliable source of water, of course, is an important aspect of fire protection. The following table gives a comparison of the amount available (in gallons per minute at 20 psi residual pressure) in the water system to what is "required" in regard to loss potential. The amounts noted in the column headed "required" are the maximum (no deficiency) water demand or "fire flows" estimated by Gage-Babcock & Associates to be necessary to control or confine fires to the area of origin, in excess of normal water system demands. The available figures are results of water flow tests conducted by the I.S.O. or conducted by the local fire or water service.

WATER SUPPLY SYSTEM FIRE FLOWS

<u>Location</u>	<u>Required ^{a/} GPM @ 20 psi</u>	<u>Available GPM @ 20 psi</u>
Park Plaza Drive & So. Mayfair	4,000 *	8,400
Southgate & Callan	4,500*	5,500
Carlton & Southgate	3,500*	11,600
Geneva & Pasadena	6,000	7,000
Mission & Hillcrest	6,000	6,200
Evergreen & Mission	5,000	4,000
Junipero Serra & Knowles	7,000	2,400
Junipero Serra & 87th	5,000	1,700+
Bayshore - North of Geneva	6,000*	3,700
Bismark & Peter	4,000	2,200+
Santa Barbara & Knowles	4,000	2,500
Poncetta Drive & Alemany	4,000	5,600

a/ "Required" fire flows estimated by Gage-Babcock

* Automatic sprinkler protection

+ Additional available from other systems

SOURCE: Gage-Babcock, Inc., Report on Fire Protection Study for San Mateo County, 1975

As stated by Gage-Babcock, these tests indicated where improvements could be made. "As a rule, areas with less than

TABLE 15

FIRE APPARATUS SUMMARY

<u>Station Number</u>	<u>Company Number</u>	<u>Type</u>	<u>Year Pur.</u>	<u>Make & Model</u>	<u>Pump Cap.</u>	<u>Water Tank</u>	<u>Max. Ladder Length</u>
1	1	Pumper	1959	Ford by Van Pelt	1250	400	35 ft.
1	1	Ladder	1954	Seagrave	0	N/A	65 ft.
2	2	Pumper	1966	Intn'l American LaFrance	1250	500	24 ft.
3	3	Pumper	1959	Ford by Van Pelt	1250	400	35 ft.
3	3	Ladder	1961	Ford by American LaFrance	1000	N/A	85 ft.
5	5	Pumper	1966	Intn'l American LaFrance	1250	500	24 ft.
7	7	Pumper	1971	Van Pelt Custom	1500	500	24 ft.
7	7	Aerial Platform	1971	Van Pelt Custom Snorkel	0	N/A	50 ft. (85 ft. boom)
1	Reserve	Pumper	1954	Seagraves	1000	400	35 ft.
5	Reserve	Pumper	1954	GMC - Coast.	1000	600	24 ft.
2	Reserve	Pumper	1949	Mack	1000	600	24 ft.

SOURCE: Daly City, City Manager's Office

half of the required should be assigned priorities for improvements." ^{19/} As shown above, the available water supply at the Junipero Serra and 87th Street location, which is the closest location to Broadmoor tested, looks somewhat low, but it does have additional water available from other systems.

Per capita operating expenditures for fire services in Daly City have increased 50 percent between 1970/71 and 1974/75. The yearly breakdown of operating expenditures since 1970/71 is as follows:

TOTAL OPERATING EXPENDITURES FOR FIRE SERVICES
DALY CITY, 1970/71 - 1974/75

	<u>1970/71</u>	<u>1971/72</u>	<u>1972/73</u>	<u>1973/74</u>	<u>1974/75</u>
Salaries & Wages	\$ 885,420	\$ 938,200	\$1,097,117	\$1,218,280	\$1,351,263
Employee Benefits	166,611	190,398	395,982	492,577	419,538
Services & Supplies	74,420	110,710	96,968	103,230	87,537
Other Expenses	<u>18,800</u>	<u>56,440</u>	<u>---</u>	<u>---</u>	<u>---</u>
Total Operating Expenses	\$1,145,251	\$1,295,748	\$1,590,067	\$1,814,087	\$1,858,338
Fixed Assets *	79,394	11,907	7,536	36,099	23,849
Total Expenses	\$1,224,645	\$1,307,655	\$1,597,603	\$1,850,186	\$1,882,187
Per Capita Operating Expenses	\$17.11	\$19.04	\$22.99	\$25.80	\$25.63

* Includes Revenue Sharing Expenses

SOURCE: 1972, 1974 LAFCo Fire Service Organizations Questionnaires
Daly City Finance Office.

At the present time, the City has mutual aid agreements with all cities in San Mateo County, as well as through the Emergency Services Act with all cities in the State of California. The City also has automatic aid agreements with

specified areas of South San Francisco and the City and County of San Francisco. The general philosophy of the City has been that regardless of the area, unincorporated or incorporated, the City will respond and fight a fire.

g. Police Service

The Daly City Police Department is operating at full complement with a total of 107 approved 1975/76 full-time city-funded positions. Police department personnel are summarized as follows:

PERSONNEL INVENTORY
DALY CITY POLICE DEPARTMENT, 1975/76

<u>Approved 1975/76 Positions</u>	<u>Position</u>
1	Chief
1	Assistant Chief of Police
3	Captains
4	Lieutenants
11	Sergeants
67	Police Officers
10	Dispatcher Clerks
1	Secretary
7	Clerk Typists II
<u>2</u>	Clerk Typists I
107	TOTAL
<u>Part-time Positions</u>	
6	Police Cadets
30	Crossing Guards
<u>CETA Positions</u>	
3	Police Assistant Trainees
1	Typist Clerk

SOURCE: Daly City, City Manager's Office, Position Schedule, September, 1975

The Department is organized into three bureaus and eight divisions, covering the full range of police protection work.

In 1974, there was a significant increase in multiple city police cooperation. An outgrowth of this cooperation has been the implementation of the North San Mateo County Pre-Arraignment Detention Facility (PDF). This facility grew out of a \$250,000 Des Moines Replication Project Grant from the Federal Government to San Mateo County. The PDF through the Joint Powers Agreement will process prisoners for Daly City, Pacifica, San Bruno, and South San Francisco on a cost sharing basis. By contractual agreement, the Cities of Brisbane, Colma, and the Broadmoor community have also brought their prisoners to the Pre-Arraignment Facility and shared proportionate costs. This PDF went into effect on January 1, 1975, and between January 1, 1975 and February 18, 1975, it has processed 863 prisoners.

Of the total 3,205 arrests recorded by the City for 1974, twenty were in-house arrests for the Broadmoor area, or less than one percent of the total arrests.

As indicated in the Table on the following page, per capita police operating expenditures between 1970/71 and 1974/75 have increased forty-three percent, at an average annual increase of over nine percent. Salaries and employee benefits as a percentage of total police expenditures have been approximately ninety percent since 1970/71, while increasing sixty percent at an average annual increase of over twelve percent during the same time period.

There are presently no plans by the City for any major capital improvements (i.e., police substations) for police protection services.

POLICE DEPARTMENT EXPENDITURES, 1970/71 - 1974/75

	<u>1970/71</u>	<u>1971/72</u>	<u>1972/73</u>	<u>1973/74</u>	<u>1974/75</u>
Salaries	\$1,087,359	\$1,248,074	\$1,284,719	\$1,423,722	\$1,654,777
Employee Benefits	326,207	413,196	544,160	664,878	597,323
Servies & Supplies *	158,891	181,527	197,366	238,330	182,954
Total Operating Expenses	1,572,457	1,842,797	2,026,245	2,326,930	2,435,054
Fixed Assets **	9,770	5,652	17,430	38,015	19,767
TOTAL EXPENSES	\$1,582,227	\$1,848,449	\$2,043,675	\$2,364,945	\$2,454,821
Per Capita Operating Expenses	\$23.50	\$27.08	\$29.29	\$33.10	\$33.59

* Includes Vehicle Replacement

** Includes Revenue Sharing Expenditures

SOURCE: Daly City City Manager's Office

3. Organizational Structure

The present city organizational structure is indicated in Figure 6 on the following page. A total of 401 full-time employed positions have been approved for 1975/76 by the City Council.

4. Finances

The total actual revenue and expenditure information for Daly City is shown in Table 16 for the fiscal years 1970/71 through 1974/75. Total operating costs have increased \$1,806,124, or 53 percent during this 1970/71 - 1974/75 period, while the total assessed valuation for the City during the same time period has increased over \$54 million, or 39 percent.

FIGURE 6

ORGANIZATIONAL STRUCTURE

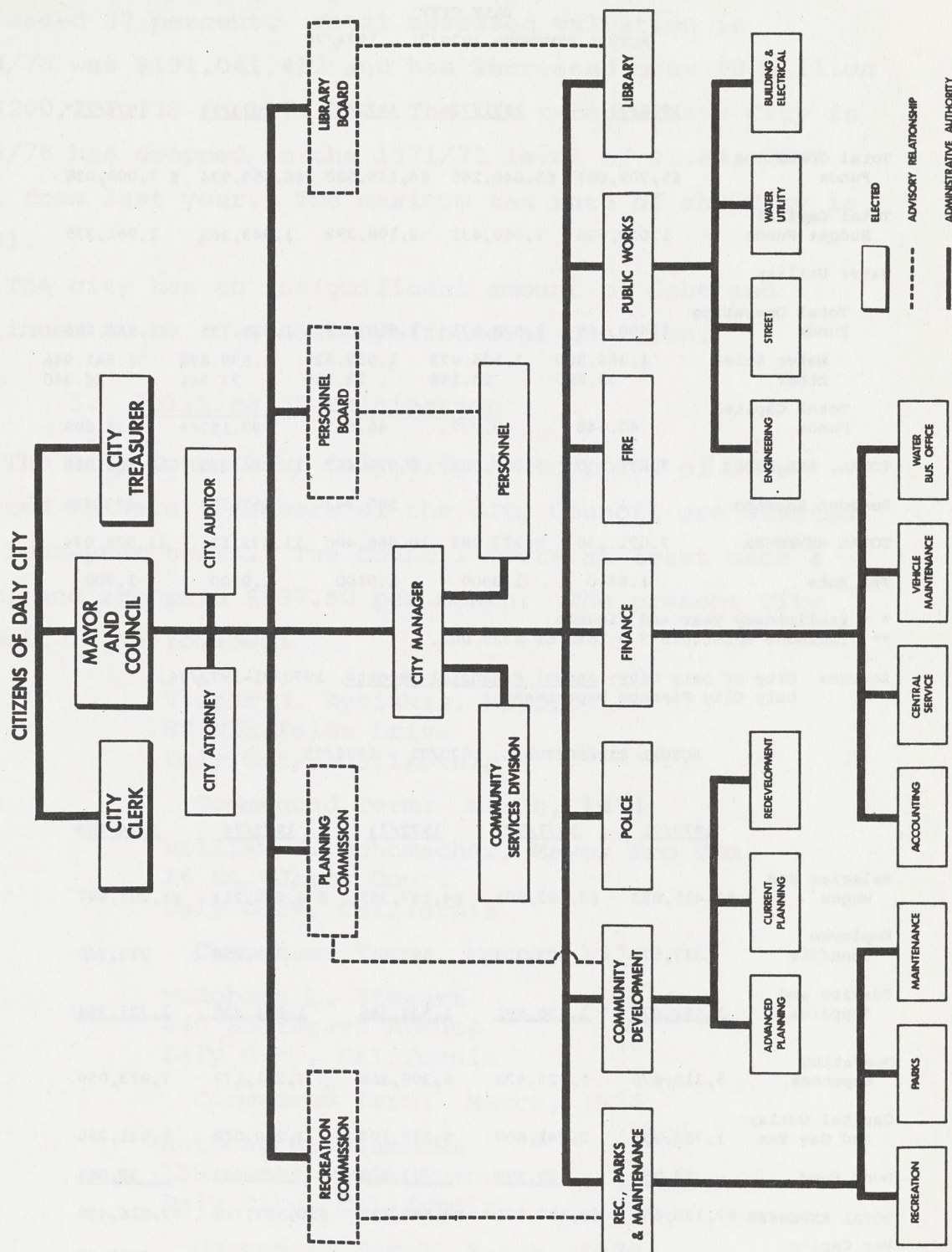


Table 16
DALY CITY
ACTUAL REVENUES, 1970/71 - 1974/75

	<u>1970/71</u>	<u>1971/72</u>	<u>1972/73</u>	<u>1973/74</u>	<u>1974/75*</u>
Total Operating Funds	\$5,209,687	\$5,646,265	\$6,125,580	\$6,650,974	\$ 7,008,038
Total Capital Budget Funds	1,020,626	2,050,432	2,108,292	1,943,362	1,961,335
Water Utility					
Total Operating Funds	1,400,169	1,528,271	1,615,618	1,626,735	1,566,286
Water Sales	1,366,589	1,504,073	1,592,629	1,599,474	1,541,946
Other	33,580	24,198	22,989	27,261	24,340
Total Capital Funds	40,648	48,817	46,967	793,152**	26,689
TOTAL, ALL FUNDS	7,671,130	9,273,785	9,896,457	11,014,223	10,562,348
Revenue Sharing	-	-	569,943	457,953	473,726
TOTAL REVENUES	7,671,130	9,273,785	10,466,400	11,472,176	11,036,074
Tax Rate	1.8400	1.8900	1.9100	1.9100	1.900

* Preliminary year end figures

** Includes Reservoir 5 B loan of \$735,062.

Source: City of Daly City, Annual Financial Reports, 1970/71-1973/74.
Daly City Finance Department

ACTUAL EXPENDITURES, 1970/71 - 1974/75

	<u>1970/71</u>	<u>1971/72</u>	<u>1972/73</u>	<u>1973/74</u>	<u>1974/75*</u>
Salaries and Wages	\$3,415,823	\$3,882,803	\$4,167,385	\$ 4,620,213	\$5,221,947
Employee Benefits	337,571	503,734	593,617	769,256	913,748
Service and Supplies	<u>1,562,476</u>	<u>1,538,891</u>	<u>1,548,366</u>	<u>1,891,708</u>	<u>1,737,364</u>
Operating Expenses	5,315,870	5,925,428	6,309,368	7,281,177	7,873,059
Capital Outlay and Gas Tax	1,782,931	2,241,800	3,316,197	3,280,078	1,921,295
Bond Fund	<u>23,858</u>	<u>23,393</u>	<u>22,928</u>	<u>22,463</u>	<u>22,085</u>
TOTAL EXPENSES	\$7,122,659	\$8,190,621	\$9,648,493	\$10,583,718	\$9,816,439
Per Capita Operating Exp.	\$79.43	\$87.07	\$91.21	\$103.57	\$108.59

* Preliminary year end figures.

Note: Above figures do not reflect working capital funds or departmental transfer funds.

Source: Daly City Finance Department

Per capita operating costs during this time period increased 37 percent. Total assessed valuation in 1974/75 was \$191,041,412 and has increased over \$9 million to \$200,227,238 in 1975/76. The tax rate for the City in 1975/76 has dropped to the 1971/72 level of \$1.89, down \$.01 from last year. The maximum tax rate of the City is \$1.91.

The city has an insignificant amount of debt and continues to be in a healthy financial position.

5. Political Participation

The City Council of Daly City is composed of five elected members. Members of the City Council are elected for four-year terms. The Council meets at least once a week, and are paid \$337.50 per month. The present City Council is as follows:

Victor G. Kyriakis, Mayor
80 Cliffside Drive
Daly City, California

Commenced Term: March, 1974

William J. Schumacher, Mayor Pro Tem
16 St. James Court
Daly City, California

Commenced Term: March, 1974

McRobert L. Stewart
440 Southgate Avenue
Daly City, California

Commenced Term: March, 1974

Anthony A. Giammona
159 Santa Paula Avenue
Daly City, California

Commenced Term: March, 1972

Paul M. Hupf
648 North Mayfair Avenue
Daly City, California

Commenced Term: March, 1972



6. Analysis

As shown, Daly City is a general purpose governmental agency providing a wide range of services to its residents. One essential service, sanitation, is now being provided to the residents by a special purpose district, the North San Mateo County Sanitation District (refer to Section VI-A) and the Bayshore Sanitary District (refer to Section VI-B). Also, a small single-purpose district, the Dimond Public Utility District, presently provides water service to the Bayshore residents of Daly City (refer to Section VI-E). Private companies presently provide transportation and refuse disposal services to Daly City residents.

Section IV of the General Policies and Criteria for Development and Determination of Spheres of Influence, pertaining to the allocation of territory to a city sphere of influence, adopted by the Formation Commission in September 1974, serves as the basis for making this sphere of influence determination for Daly City. As specified in Item 2 of this Commission policy (Section IV), "Before assignment of an unincorporated urbanized area to a city is made, the city should be able to demonstrate that they have the financial capabilities to adequately provide the necessary urban services (i.e., police, fire, water, sanitary, recreation, storm drainage, etc.), or that the required services are already being provided by private companies or larger multi-purpose special districts." Section IV of this report described the subject unincorporated areas to be included within a local agency's sphere of influence. The Broadmoor, unincorporated Colma and Lake Merced Golf and Country Club areas presently exist as unincorporated islands almost totally surrounded by the corporate limits of Daly City. Whether or not it is

reasonable that Daly City should logically service these heretofore discussed primary and secondary unincorporated areas in the future is the issue before the Commission.

As shown in the preceding demographic tables (Section IV-A), the selected income/occupation, age, and race characteristics of the population in the Broadmoor area are very similar in comparison to Daly City's population. As a result of a minority population influx during the 1960's, Daly City presently represents a diversified and balanced ethnic community. The estimated 1975 population of the Broadmoor, unincorporated Colma area, and the unincorporated Southern Hills area is approximately 10 percent of the Daly City population.

Broadmoor Village over the years has maintained a strong community organization. This neighborhood association, funded through annual fees paid by the residents of the area, has adamantly opposed in the past any mention of annexation to Daly City.

As shown in the preceding sections, because this area is surrounded by Daly City, residents in the area use the schools, churches, postoffice, and other facilities now included within the Daly City limits.

It should be emphasized that Broadmoor presently is fully developed and that unincorporated Colma significantly so. It is estimated that over 90 percent of this area is developed. The County planning staff anticipates insignificant development within the unincorporated area in the foreseeable future.

As indicated in Section IV-B, approximately 210 million gallons of water per year is presently demanded for the primary unincorporated areas. This demand for water is not expected to change in the future. Additionally, as shown in Section VI-E, the amount of water demanded within the Dimond Public Utility District is approximately 85 gallons per day per capita, or approximately 127 million gallons per year. Daly City has stated that the present and future capacity of the City could adequately provide water service to these areas.

As discussed in Section IV-B, in addition to most of the primary unincorporated area being serviced by the California Water Service Company, San Francisco Water Department services a few accounts in the Garden Village area, which presents a confusing situation of multiple agencies responsible for water service within a small geographic area. It is much more logical to have one public agency, in this case Daly City, provide water service to these subject areas. Daly City has not as yet considered the possibility of purchasing the water system in these primary subject areas if they did become part of Daly City in the future. A comparison of water rates between Daly City, California Water Service Company, Dimond Public Utility, and the San Francisco Water Department is shown in Table 17. Taking an average estimated usage of 1440 cubic feet per month per household, the present cost to an average household for water service by these providers would be as follows:

TABLE 17
COMPARISON OF WATER RATES*
BY PROVIDER, 1975

<u>Service Agency</u>	<u>Monthly Rate Per 100 Cubic Feet</u>
Daly City **	\$3.50 minimum Minimum billing plus .425 per 100 cubic feet over 400 and less than 3000 Minimum billing plus .40 per 100 cubic feet over 3000
Dimond Public Utility District	\$0.45 per 100 cubic feet
California Water Service Company	\$0.456 per 100 cubic feet
San Francisco Water Department ***	For the first 3300 cubic feet, \$0.39423 per 100 cubic feet, and \$0.34968 per 100 cubic feet for the next 30,000 cubic feet

* These rates are quantity rates only, and they do not include monthly service availability charges applicable to all metered service.

** Per Daly City Ordinance No. 805, passed June 30, 1975.

*** San Francisco Water Department Public Utilities Commission, Rate Schedules for Water Service (Schedule W-21, October 31, 1974).

Service Agency	Monthly Cost for 1440 Cubic Feet Usage with a Service Charge on a 5/8 Inch Meter
California Water Service Company	\$8.97
Dimond Public Utility District	7.98
Daly City	7.92
San Francisco Water Department	6.73

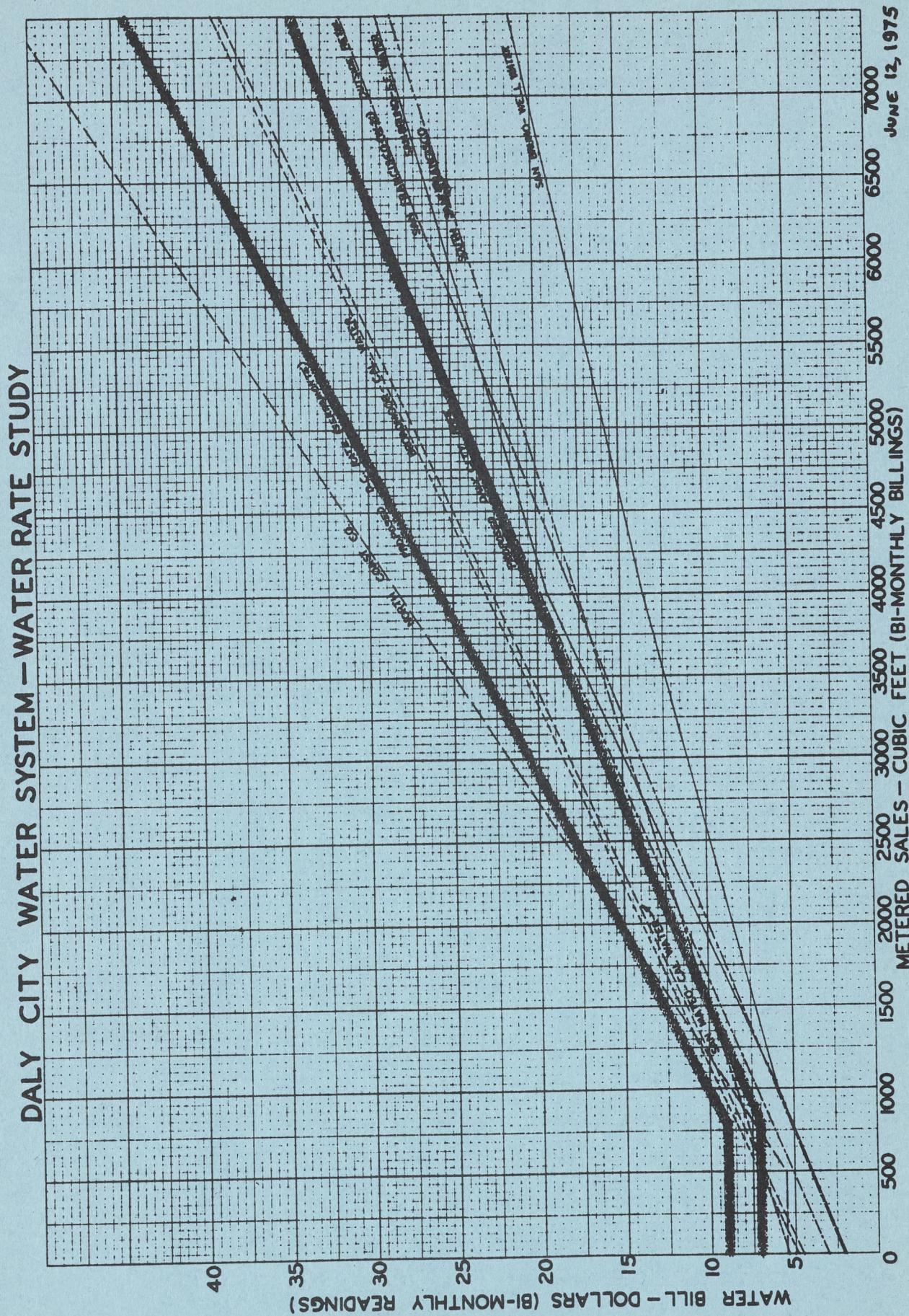
As shown, assuming an average water consumption figure of 1440 cubic feet per month on a 5/8-inch meter, the total cost of water supplied, including the applicable service availability charge, is higher with California Water Service Company. The cost of water provided by the Daly City Water Department to single family residences in Daly City (on a 5/8-inch meter) is lower than the costs associated with either the Dimond Public Utility District or the California Water Service Company under the same assumptions. As the meter size increases, the total costs for water provided by Daly City becomes greater than the other three agencies. A comparison of water rates between Daly City and other providers is shown in Figure 7.

As indicated in Section IV-C, water service to two golf courses, Lake Merced and San Francisco Golf and Country Clubhouses, and the unincorporated Southern Hills area is provided by the City of San Francisco. The Olympic Country Club receives water for its sprinkler system from Daly City.

Other essential services provided to the subject unincorporated areas are police and fire protection.

The Broadmoor Police Protection District, as demonstrated in Section VI-D, is in a fiscal predicament and plans for

FIGURE 7



PRINTED IN U.S.A. ON CLEARPRINT TECHNICAL PAPER NO. 1018

NO. 10 DIVISIONS PER INCH BOTH WAYS, 100 X 100 DIVISIONS

continued operation past next year are uncertain. The City has held several meetings with the Police District indicating that all District employees would be hired by the City and given full participation in the City's employee benefit package. The City has indicated that police services could be provided to the area without any additional capital improvements. Since the City now covers on a routine basis some of the unincorporated areas as a result of existing patrol patterns, the City staff does not anticipate that any additional manpower over and above that already existing would be required in the long run to provide police service to the entire unincorporated area. Through normal Daly City police personnel attrition (almost 6 percent in 1974/75), District personnel could eventually be absorbed into the normal level of City police personnel. No problems would be anticipated by the City in providing police protection to the unincorporated areas in the foreseeable future. The 1974/75 total expenses of the Police District of \$184,726 represents approximately 7-1/2 percent of the total 1974/75 expenses of Daly City police department. Daly City feels that the projected cost of operating a substation in the present location could easily be financed out of City revenues. It is the feeling of the LAFCo staff that Daly City has been extremely fair in its discussions with the District. With the present fiscal situation of the Police District, the residents of the unincorporated area are faced with seeking an alternative method of providing police services. Without a viable Police District, the community would be forced to contract with another agency. By all indications--station location, routing of personnel, and the advantages of a full service

department--Daly City is the logical entity to provide police protection in this subject unincorporated area.

Again, as mentioned in Section IV-C, the County Sheriff's office now provides police protection in the secondary unincorporated areas (three golf courses and the Southern Hills unincorporated area), and Daly City has indicated that this service could be provided by the City at no additional cost to the City. The unincorporated Southern Hills area actually receives service from either Daly City, San Francisco, or the County depending upon what jurisdiction is summoned.^{20/}

The remaining essential service provided by a district to the unincorporated area is fire protection. As indicated in Section VI-C, the Colma Fire Protection District, an all volunteer force manned by residents of Daly City and the unincorporated area, provides fire protection in the unincorporated areas.

As shown on Figure 5, two of Daly City's stations (marked #2 and #4) are very close to the Colma Fire Protection District's station (marked #8), and other areas of Broadmoor are close to one other station of Daly City (marked #1). The City Manager of Daly City states that no additional capital improvements would be needed to protect the Broadmoor or unincorporated Colma areas, and that minor additions to existing manpower may be necessary in providing services in the area. One fire station may be relocated with the coverage of this area, and the City staff feels that this relocation would allow a higher level of protection for the unincorporated areas, as well as for the City in general. City staff states that this relocation would not be a cost

related to providing service to the unincorporated areas, but rather an improvement for the efficient operation of the Department. With the proximity of stations in this area, continued excellent fire protection coverage could be expected in the future.

Presently, no automatic aid agreement exists between Daly City and the Colma Fire Protection District. Daly City expects that by covering this area, responses will be coordinated in a more timely fashion.

The 1974/75 expenditures of the Colma Fire Protection District were \$65,204, representing less than 4 percent of the total expenditures of the Daly City Fire Department. As expected with a volunteer operation, the District's per capita operating expenditures were much lower than Daly City's over the past five years. Additionally, percentage increases in these per capita operating expenditures between 1970/71 and 1974/75 were smaller for the Fire Protection District.

As stated before in Section IV-C, the California Division of Forestry provides fire protection to the secondary unincorporated areas (golf courses and unincorporated Southern Hills), and the Daly City staff has indicated that no additional costs would be incurred by the City in covering these areas.

The City Manager has indicated that there are no plans or proposals by the City to engage in sanitary services in the future. Given the present taxing limitations of the City set forth by SB 90 and AB 2008 (maximum tax rate is \$1.91), and the large expenditures of the North San Mateo County Sanitation District, it is assumed that the provision of sanitary services by the City is improbable, as long as

the before mentioned legislation continues to frustrate possible special district mergers with general purpose governments.

As indicated in Section IV-B, sanitary services to the Olympic Club and the San Francisco Country Club are provided by the City of San Francisco, while the North San Mateo County Sanitation District supplies services only to the Lake Merced Golf and Country Club. The unincorporated Southern Hills area is also tied into the San Francisco system. Thus, the residents along parts of Cordova and Canyon Streets are receiving this essential service gratis.

Daly City has stated that there would be no problem for the City to assume other service costs applicable to these areas, such as the present lighting (\$18,534), road maintenance (\$16,757)* and traffic control (\$1,000) costs. Whether or not the City would resurface Broadmoor Village as the County now plans, is uncertain. The City has indicated that resurfacing could be done by the City in the future in this area, but this is purely conjectural.

As stipulated in the recently executed pre-annexation agreement (July 14, 1975) between Daly City's Council and the "Citizens Committee for Annexation of Unincorporated Colma", Daly City would perform and agree to do the following upon annexation of the unincorporated area:

1. That the City of Daly City, upon annexation, will provide full municipal services consistent with levels throughout the City to residents of the area to be annexed.
2. City of Daly City will establish "in-City" garbage rates to the area to be annexed.
3. City of Daly City will install additional street lights to provide level of lighting consistent with other existing City areas.

*Costs applicable to the primary unincorporated areas only.

4. City of Daly City will install adequate and proper traffic control measures.

5. City of Daly City will pre-zone said territory prior to annexation.

6. City of Daly City will provide street and sidewalk improvements within said territory, following said annexation at the sole cost and expense of City, and without any cost to said residents of the territory being annexed by means of assessment or otherwise.

Given the hypothetical situation that Daly City would assume today service responsibility for the subject unincorporated area, a rough revenue/cost approximation can be developed. The police, fire, lighting, road maintenance, and traffic control maintenance costs used were actual 1974/75 expenses incurred by present agencies. Other costs used were estimated by the City. Property tax revenues to Daly City as a result of any future annexation of this subject area were estimated by applying the 1975/76 tax rate for the City to the total assessed valuation of the primary and secondary unincorporated areas. Sales tax revenues were estimated by Daly City, and other revenues to the City were based on per capita Daly City equivalents. The revenues and costs associated with the possible annexation of these subject unincorporated areas are summarized as follows:

ESTIMATED REVENUES

Property taxes	\$314,600
Business Licenses	4,000
Sales Tax	50,000
Cigarette Tax	25,100
Motel Tax	2,900
Property Transfer Tax	4,000
Fines - Criminal	15,100
Fines - Vehicle	9,000
Liquor License Fees	2,400
Motor Vehicle License Fees	64,200
Gas Tax	
Section 2106 Funds	35,900
Section 2107 Funds	32,900
Highway Carriers Uniform Business License Tax	700
Total	\$560,800

ESTIMATED EXPENDITURES

Street and Sidewalk Improvements	\$ 8,630	a/
Recreation	12,000	
Police	165,000	
Fire	65,000	
Lighting	18,500	b/
Road Maintenance	16,800	
Traffic Control Maintenance	1,000	
Street Lights	10,000	
Library Service	45,000	c/
Crossing Guards	8,000	
Total	\$349,930	

Revenues less Expenditures: \$210,870

Of the total property tax revenues to the City, \$20,600 results from the inclusion of the secondary unincorporated areas. No additional costs, associated with the provision of services to these secondary unincorporated areas, would be incurred by the City. The net positive amount of \$210,870 to Daly City does not assume economies that may result with Daly City providing services to the area. Additionally, many of the support costs incurred by agencies servicing this area are not included in the gross cost figures (e.g., support services provided by the County staff). It can be assumed that any water service provided to the area would be self-supporting through the imposition of service availability charges and water consumption rates. As roughed out above, and after discussions with Daly City, there would be no apparent fiscal problem to Daly City to provide these services within its present taxing limitations.

-
- a/ Based on a total estimated cost of \$86,300 annualized over ten years.
- b/ Assumes continuation of present county service agreement, even though Daly City maintains its own lights.
- c/ Of this total, \$25,000 represents lost revenues to the City.

Table 18 compares 1975/76 tax rates for Daly City and the primary unincorporated areas. As shown in this Table, Broadmoor is not within the Colma Creek Flood Control Zone, while unincorporated Colma is included. Since parts of Daly City are not included within the Colma Flood Control Zone, the tax rate of Daly City is effectively \$0.4543 higher than the primary unincorporated areas. This difference is for services provided by the City, which for Broadmoor - unincorporated Colma are provided by three special districts and the County Library tax. The Parks and Recreation Services of the City alone make up a good part of this difference, and residents of Broadmoor and unincorporated Colma have been welcomed and do participate in the City recreation programs. To show the insignificant tax increases that would occur with annexation of this unincorporated area, the difference in taxes paid by residents in Broadmoor - unincorporated Colma has been computed over a range of assessed valuations. The increased amount of taxes resulting from annexation paid by residents of Broadmoor - unincorporated Colma would range from \$10.12 per year on a home assessed at \$4,075 to \$28.17 per year on a home assessed at \$8,050. Included in these calculations is the lower cost to Daly City residents (\$8.40 per year) for solid waste disposal. The following parcels in Broadmoor illustrate the tax differences:

<u>Parcel Number</u>	<u>1975/76 Assessed Net Valuation</u>	<u>Taxes Daly City</u>	<u>Taxes County</u>	<u>Net Difference</u>
006-093-220	\$5,000	\$586.53	\$563.82	
Less: Solid waste disposal difference		<u>8.40</u>	<u>---</u>	
		\$578.13	\$563.82	\$14.31
006-093-250	6,750	785.40	754.74	
Less: Solid waste disposal difference		<u>8.40</u>	<u>---</u>	
		\$777.00	\$754.74	\$22.26
006-093-320	4,950	580.71	558.22	
Less: Solid waste disposal difference		<u>8.40</u>	<u>---</u>	
		\$572.31	\$558.22	\$14.09

TABLE 18

COMPARATIVE TAX RATES OF PRIMARY
UNINCORPORATED AREAS AND DALY CITY, 1975/76

Taxing Agency	Broadmoor	Daly* City	Unincorporated Colma	Daly City**
General County	\$1.6644	\$1.6644	\$1.6644	\$1.6644
City of Daly City	---	1.8900	---	1.8900
Free Library	.2281	---	.2281	---
Jefferson Elementary School District	3.7558	3.7558	3.7558	3.7558
Jefferson Union High School District	2.9730	2.9730	2.9730	2.9730
San Mateo Junior College District	.7128	.7128	.7128	.7128
Broadmoor Police Protection District	.7796	---	.7796	---
Colma Fire Protection District	.3410	---	.3410	---
Colma Lighting District	.0870	---	.0870	---
Bay Area Air Pollution Control District	.0139	.0139	.0139	.0139
County Harbor District	.0225	.0225	.0225	.0225
School Equalization Aid Loss	.0201	.0201	.0201	.0201
County Education Tax	.3112	.3112	.3112	.3112
North San Mateo County Sanitation District	.2600	.2600	.2600	.2600
North San Mateo County Sanitation Dist. 1953	.0119	.0119	.0119	.0119
Sub-Total	\$11.1813	11.6356	11.1813	11.6356
Colma Creek Flood Control Zone	---	---	.0419	.0419
Colma Creek Flood Control Subzone 3	---	---	.1117	.1117
TOTAL	\$11.1813	11.6356	11.3349	11.7892

* Tax code area 6-001 in Daly City is used for comparison purposes.

** Tax code area 5-35 in Daly City is used for comparison purposes.

SOURCE: San Mateo County Controller's Office

Table 19 compares 1975/76 tax rates for Daly City and the secondary unincorporated areas. The most significant difference (\$1.8574) arises between the Southern Hills area and Daly City. This difference results from the Daly City tax rate and the Sanitation District rate offsetting this County Free Library and fire protection tax. Thus, a house in this area assessed at \$6,500 with no exemptions, would be paying an additional \$121 per year in taxes, assuming inclusion in the North San Mateo County Sanitation District, if it was part of Daly City. The difference in tax rates between the Olympic Club and San Francisco Golf and Country Club and Daly City is \$1.7704, assuming that the golf courses remain outside the North San Mateo County Sanitation District. This higher Daly City rate would mean additional yearly taxes paid by the Olympic and San Francisco Country Clubs of \$5,096 and \$1,046, respectively. The difference of \$1.4985 between the Daly City composite rate and the Lake Merced Golf and Country Club rate would mean additional taxes of \$8,526 to the golf course if it became part of Daly City.

Recommendation

The staff recommends that the Commission assign a sphere of influence and a coterminous urban service area for Daly City, as shown in Figure 8, which would include the Broadmoor - unincorporated Colma area, the three golf course areas, the unincorporated Southern Hills area, and all lands presently within the Daly City boundary.

TABLE 19

COMPARATIVE TAX RATES OF SECONDARY UNINCORPORATED AREAS AND DALY CITY 1975/76

Taxing Agency	Olympic Country Club San Francisco Golf and Country Club	Lake Merced Golf & Country Club	Daly* City	Unincorporated Southern Hills	Daly City**
General County	\$ 1.6644	\$ 1.6644	1.6644	1.6644	\$ 1.6644
City of Daly City	---	---	1.8900	---	1.8900
Free Library	.2281	.2281	---	.2281	---
County Fire Protection Structural	.0764	.0764	---	.0764	---
Brisbane Elementary School District	---	---	---	3.1434	3.1434
Jefferson Elementary School District	3.7558	3.7558	3.7558	---	---
Jefferson Union High School District	2.9730	2.9730	2.9730	2.9730	2.9730
San Mateo Junior College District	.7128	.7128	.7128	.7128	.7128
Colma Lighting District	.0870	.0870	---	---	---
Bay Area Air Pollution Control District	.0139	.0139	.0139	.0139	.0139
County Harbor District	.0225	.0225	.0225	.0225	.0225
School Equalization Aid Loss	.0201	.0201	.0201	.0201	.0201
County Education Tax	.3112	.3112	.3112	.3112	.3112
Educable Mentally Retarded Minors	---	---	---	.0113	.0113
North San Mateo County Sanitation District	---	.2719	.2719	---	.2719
TOTAL	\$ 9.8652	\$10.1371	11.6356	9.1771	\$11.0345

* Tax code area 5-001 in Daly City, adjacent to Broadmoor, used for comparative purposes.

** Tax code area 5-018 in Daly City, adjacent to unincorporated Southern Hills, used for comparative purposes.

SOURCE: County of San Mateo, Controller's Office

ATE

ROCK

DGEM

TABLE 19

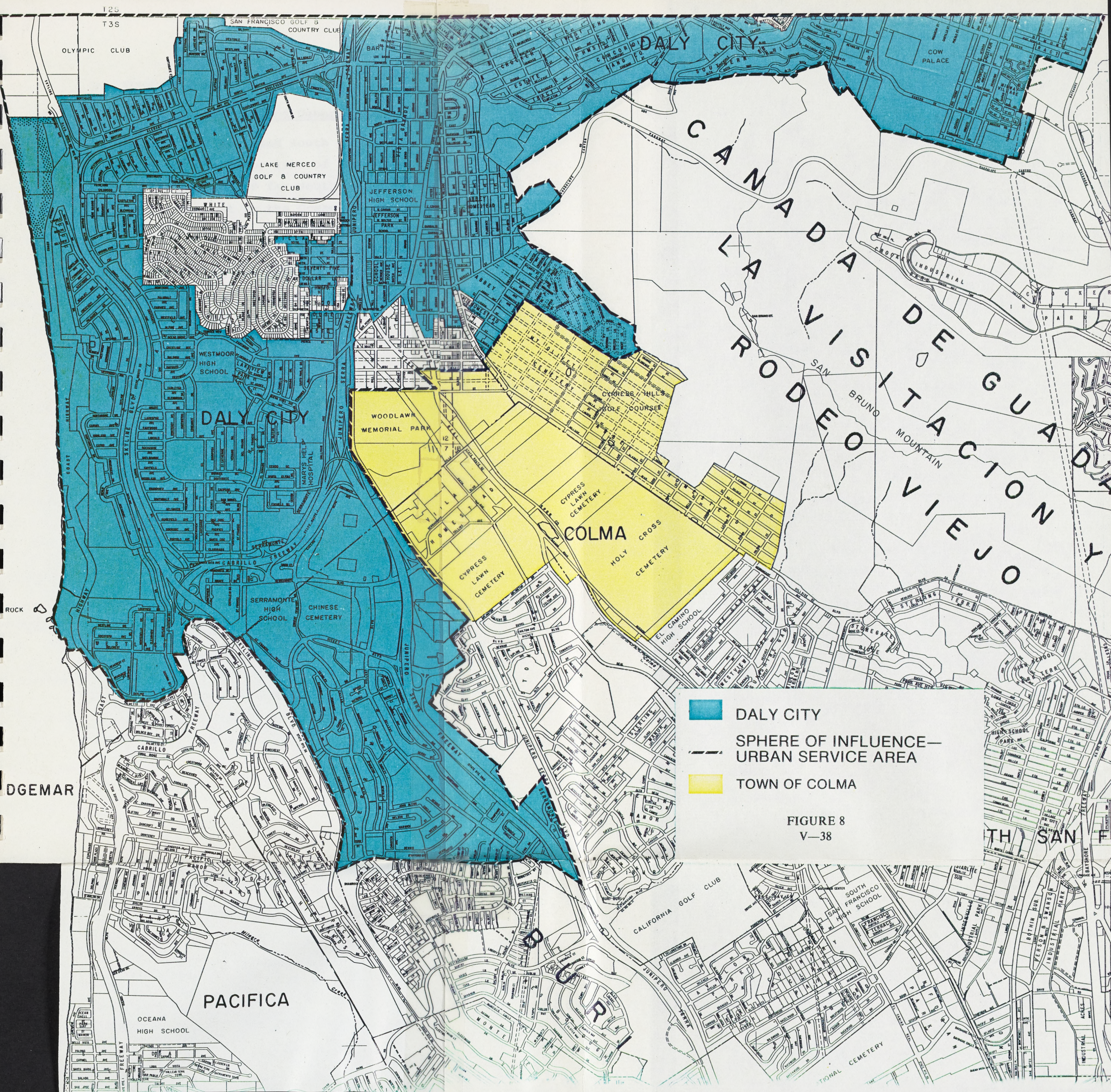
COMPARATIVE TAX RATES OF SECONDARY UNINCORPORATED AREAS AND DALY CITY 1975/76

Taxing Agency	Olympic Country Club San Francisco Golf and Country Club	Lake Merced Golf & Country Club	Daly* City	Unincorporated Southern Hills	Daly City**
General County	\$ 1.6644	\$ 1.6644	1.6644	1.6644	\$ 1.6644
City of Daly City	---	---	1.8900	---	1.8900
Free Library	.2281	.2281	---	.2281	---
County Fire Protection Structural	.0764	.0764	---	.0764	---
Brisbane Elementary School District	---	---	---	3.1434	3.1434
Jefferson Elementary School District	3.7558	3.7558	3.7558	---	---
Jefferson Union High School District	2.9730	2.9730	2.9730	2.9730	2.9730
San Mateo Junior College District	.7128	.7128	.7128	.7128	.7128
Colma Lighting District	.0870	.0870	---	---	---
Bay Area Air Pollution Control District	.0139	.0139	.0139	.0139	.0139
County Harbor District	.0225	.0225	.0225	.0225	.0225
School Equalization Aid Loss	.0201	.0201	.0201	.0201	.0201
County Education Tax	.3112	.3112	.3112	.3112	.3112
Educable Mentally Retarded Minors	---	---	---	.0113	.0113
North San Mateo County Sanitation District	---	.2719	.2719	---	.2719
TOTAL	\$ 9.8652	\$10.1371	11.6356	9.1771	\$11.0345

* Tax code area 5-001 in Daly City, adjacent to Broadmoor, used for comparative purposes.

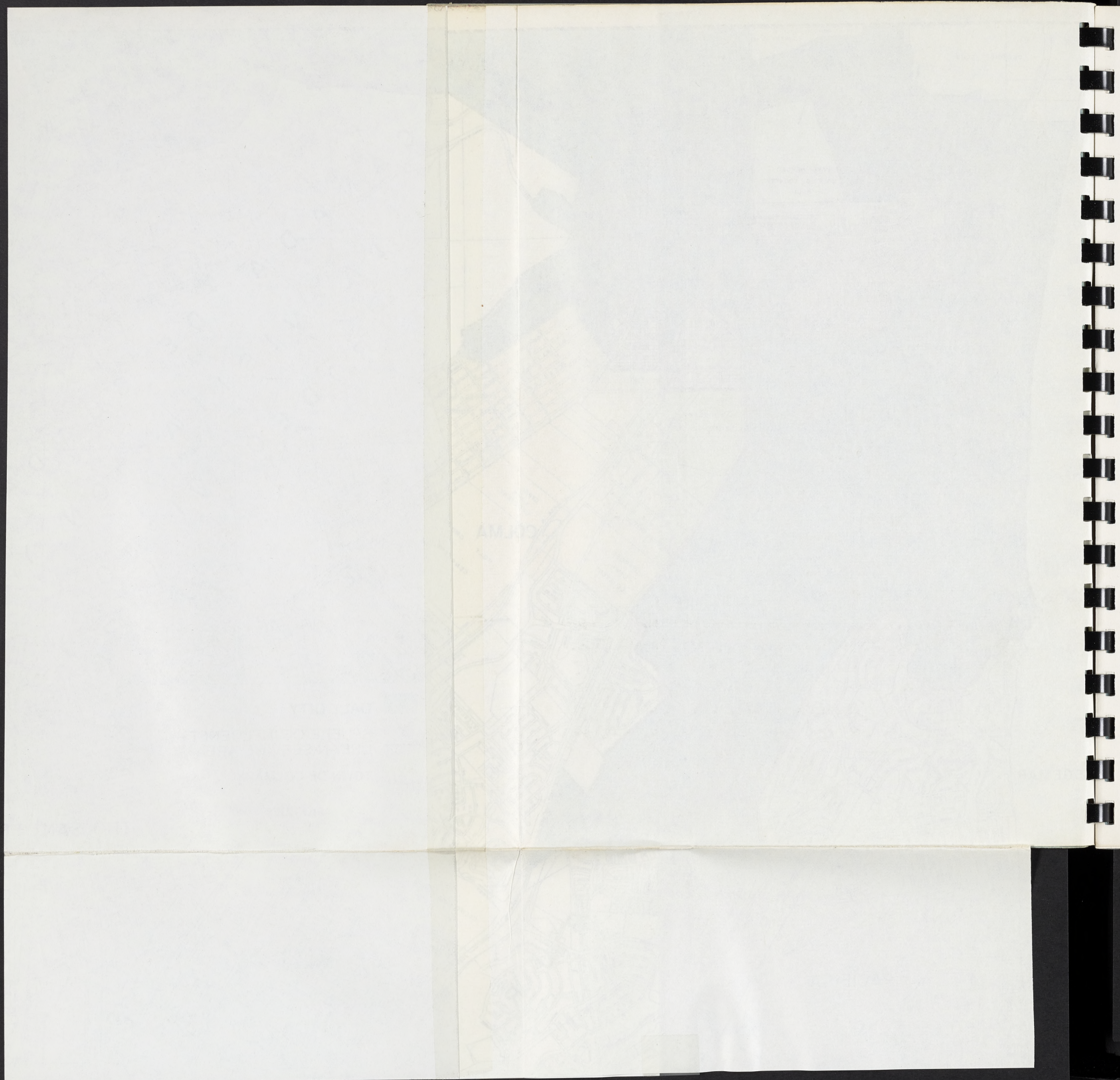
** Tax code area 5-018 in Daly City, adjacent to unincorporated Southern Hills, used for comparative purposes.

SOURCE: County of San Mateo, Controller's Office



- DALY CITY
- SPHERE OF INFLUENCE—
URBAN SERVICE AREA
- TOWN OF COLMA

FIGURE 8
V-38



B. TOWN OF COLMA

1. Brief History and General Background

Before 1906 all land south of the San Francisco boundary line west of the ridge line of San Bruno Mountain, to the Pacific Ocean, and as far south as South San Francisco along a jagged line west to the Ocean was known as Colma.

In 1924 the fourteen cemeteries known as the Associated Cemeteries, visualizing "the writing on the wall" and seeing the cemeteries in San Francisco being removed one by one per ordinance, drew a line around these cemeteries situated within the Colma area and proceeded to incorporate that area into a Town, so as to preserve it against future invasion should San Francisco have desire to extend its city limits.

The population has changed only slightly over the years in Colma, as shown by the following:

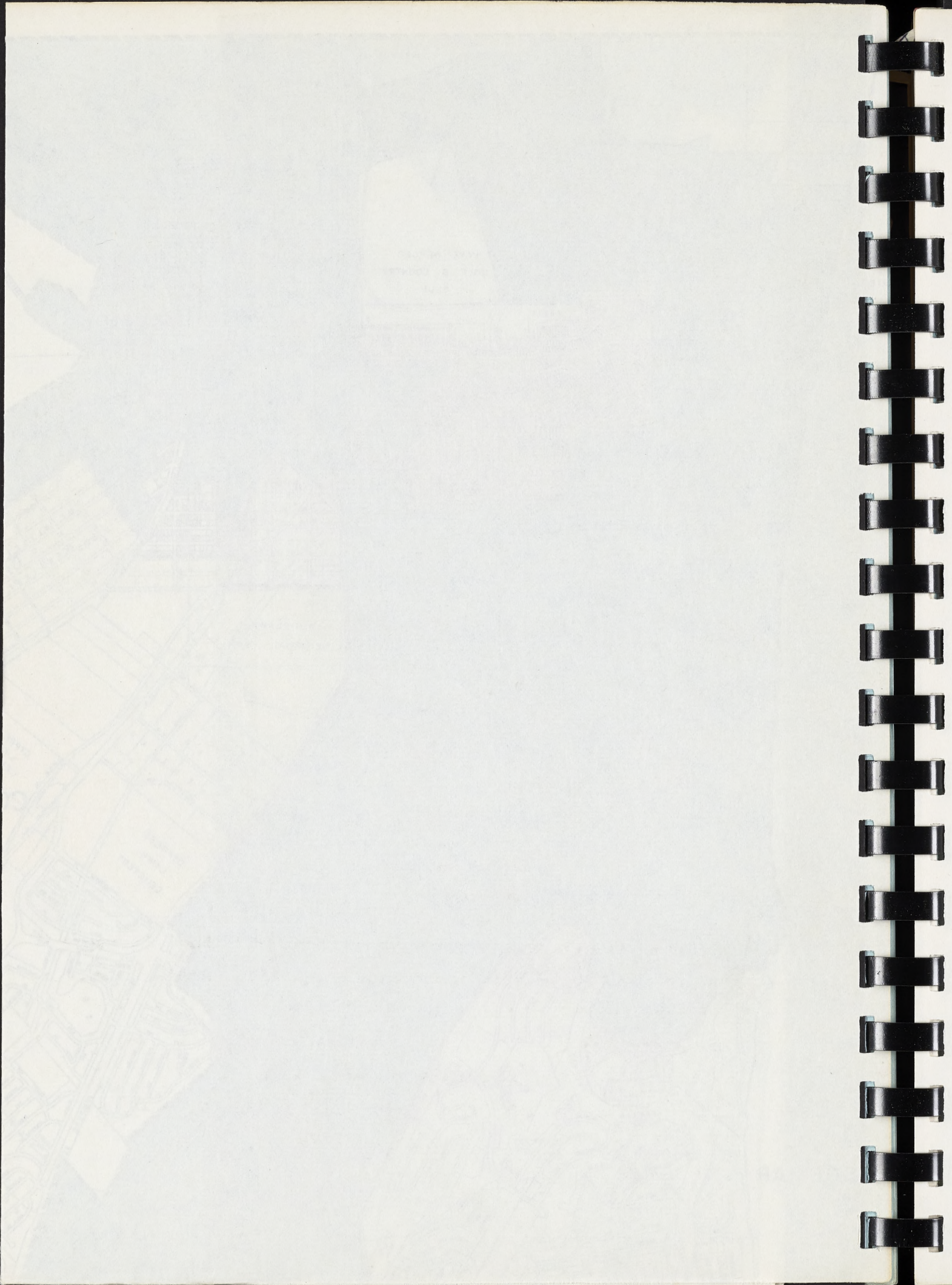
1940	-	357
1950	-	297
1960	-	500
1970	-	537
1974	-	510
1975	-	510

Presently, there are thirteen cemeteries operating within the Town limits of Colma.

2. Services

a. Water Service

The San Francisco Water Department and the California Water Service Company presently service the small number of residential services in the Town of Colma. The Serra Shopping Center located between Fifth Avenue and the Junipero Serra Boulevard is presently provided water by the City of Daly City. The water system for this shopping



B. TOWN OF COLMA

1. Brief History and General Background

Before 1906 all land south of the San Francisco boundary line west of the ridge line of San Bruno Mountain, to the Pacific Ocean, and as far south as South San Francisco along a jagged line west to the Ocean was known as Colma.

In 1924 the fourteen cemeteries known as the Associated Cemeteries, visualizing "the writing on the wall" and seeing the cemeteries in San Francisco being removed one by one per ordinance, drew a line around these cemeteries situated within the Colma area and proceeded to incorporate that area into a Town, so as to preserve it against future invasion should San Francisco have desire to extend its city limits.

The population has changed only slightly over the years in Colma, as shown by the following:

1940	-	357
1950	-	297
1960	-	500
1970	-	537
1974	-	510
1975	-	510

Presently, there are thirteen cemeteries operating within the Town limits of Colma.

2. Services

a. Water Service

The San Francisco Water Department and the California Water Service Company presently service the small number of residential services in the Town of Colma. The Serra Shopping Center located between Fifth Avenue and the Junipero Serra Boulevard is presently provided water by the City of Daly City. The water system for this shopping

center is developer owned, and present estimated water demanded by this center is approximately 29 million gallons per year. The California Water Service Company presently services properties on D, E, and F Streets in northern Colma. San Francisco Water Department presently services properties along the El Camino Real and Mission Road.

The thirteen cemeteries presently in the Town of Colma obtain water almost exclusively from their own wells. Table 3 illustrated annual Daly City aquifer pumpage in 1969 for some of these cemeteries. Cypress Hill Golf Course obtains clubhouse water from the California Water Service Company through a tie-in with their line on F Street.

The Town is presently considering the possibility of a unified water system, but discussions so far are only in the preliminary stages. Capital improvement plans tied into these preliminary discussions are indefinite as of now.

b. Sanitary Service

Presently, the North San Mateo County Sanitation District through contract provides sanitary sewer service to a large portion of the Town of Colma. This contract provides for the collection, treatment and disposal of wastewater by the District.

The Town is also seeking a funding agreement with the Sanitation District for new pumps that the Town added to its existing pump station at the lower end of Serramonte to accommodate additional flow from the Village Serramonte. The Town of Colma does own title to the existing sewage system in Town, and it assumes responsibility for the maintenance and operation of the system. The Sanitation District is presently basing its charges for sewer service to the Serra Shopping Center on the amount of water used in this

area, and residential service charges within Colma are the same as those charged within the District.

The Town also has an agreement with the City of South San Francisco to treat and dispose of sewage collected from the "Mission Road Sanitary Sewer Area". Presently, the Town has no plans to independently provide sanitary services in the future.

c. Transportation

Local transit in the Town of Colma is provided by Northgate Transit, Inc. and by Pacific Greyhound peninsula commuter service. The Town of Colma does not have any agreement or permit of any kind with either Company. The Town of Colma has authorized or otherwise permitted the Cities of Daly City and South San Francisco to operate municipally owned bus transit within the Town of Colma. The Town does not intend to engage in transit service but intends to leave this service entirely up to the San Mateo County Transit District.

d. Refuse Service

The Daly City Scavenger Company provides waste collection and disposal services to the Town of Colma.

e. Fire Protection

The Town of Colma presently is in the Colma Fire Protection District after contracting with the District for many years for fire protection services. For a full description of services provided by the Fire District, refer to Section VI-C of this report. The Town of Colma has no plans in the future to independently provide fire service.

g. Police Service

The Town of Colma is presently providing police services through a newly created police department, after contracting with the Broadmoor Police District up until August 15, 1975.

The following table summarizes the police department personnel as of September, 1975.

PERSONNEL INVENTORY, TOWN OF COLMA POLICE DEPARTMENT, 1975

<u>Actual Personnel As Of</u> <u>September, 1975</u>	<u>Position</u>
1	Chief of Police
1	Lieutenant
4	Patrolmen
<u>2</u>	Clerks
8	Total
8	Reserves

As indicated in the following table, police expenditures for the Town of Colma have increased 146 percent between 1970/71 and 1974/75, with approximately four-fifths of this increase occurring between 1973/74 and 1974/75 with the buildup of the Town's own police department.

POLICE DEPARTMENT EXPENDITURES, 1970/71 - 1974/75

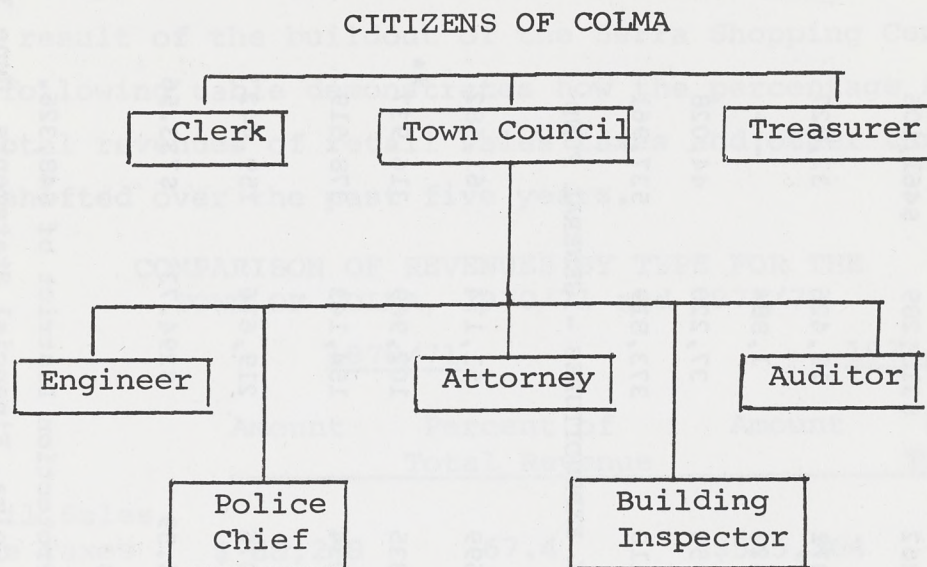
	<u>1970/71</u>	<u>1971/72</u>	<u>1972/73</u>	<u>1973/74</u>	<u>1974/75</u>
Salaries	\$20,650	\$ 9,650	\$10,941	\$13,879	\$ 47,550
Services, Supplies, & Other	28,421	34,869	36,825	49,068	73,216
Total Expenses	\$49,071	\$44,519	\$47,766	\$62,947	\$120,766

The buildup was in preparation for the termination of the Broadmoor Police Protection District contract in August, 1975.

Included in the Services, Supplies and Other expense category for 1974/75 (\$73,216) was approximately \$48,000 paid to the Broadmoor Police Protection District.

3. Organizational Structure

A 1975 organizational chart for the Town is as follows:



The Town offers its full-time employees the following employee benefits: Public Employees Retirement System and Social Security.

4. Finances

The total revenue and expense information for the Town of Colma is shown in Table 20. Total operating costs for the Town have increased dramatically over the past five years. Total expenditures for the Town increased \$172,299, or 132 percent, during the 1970/71 - 1974/75 period, while total assessed valuation increased \$3,920,125, or 129 percent during the same time period. Total assessed valuation for the Town in 1974/75 was \$6,952,722 and has risen to

TABLE 20
TOWN OF COLMA
ACTUAL REVENUES - GENERAL FUND

	<u>1970/71</u>	<u>1971/72</u>	<u>1972/73</u>	<u>1973/74</u>	<u>1974/75</u>
Retail Sales Tax	\$88,248	\$172,262	\$315,289	\$461,106	\$575,364
Interest on Deposits	7,400	9,372	19,426	32,827	73,371
Burial Permits	14,644	13,523	1,884	---	---
Other	20,652	26,953	37,220	44,028	72,732
Total Revenues	130,944	222,110	373,819	537,961	721,467

ACTUAL EXPENDITURES - GENERAL FUND

Salaries and Employee Benefits *	55,615	45,699	51,174	61,582	94,653
Services, Supplies and Other	74,034	73,335	102,969	316,937 **	207,295 ***
Total Expenditures	129,649	119,034	154,143	378,519	301,948
Excess of Revenues over Expenditures	1,295	103,076	219,676	159,442	419,519
Per capita expenditures	\$241.43	\$224.59	\$294.73	\$733.56	\$592.05

* Includes retirement fund contributions.

** \$161,542 for Colma Creek Project.

*** Includes payment to Broadmoor Police Protection District of \$48,326.

SOURCE: Ledwith, Chagaris & Co., Town of Colma, Financial Statements, June 30, 1971-1975

\$7,298,286 in 1975/76. As shown below, there are no ad valorem taxes in Colma, and the major revenue source to the Town is retail sales taxes which comprise about 80 percent of the total revenue to the Town. Retail sales taxes to the Town over the past five years increased enormously, from \$88,248 in 1970/71 to \$575,364 in 1974/75, as a result of the buildout of the Serra Shopping Center. The following table demonstrates how the percentage share of total revenues of retail sales taxes and other taxes has shifted over the past five years.

COMPARISON OF REVENUES BY TYPE FOR THE
TOWN OF COLMA, 1970/71 and 1974/75

	<u>1970/71</u>		<u>1974/75</u>	
	Amount	Percent of Total Revenue	Amount	Percent of Total Revenue
Retail Sales & Use Taxes	\$ 88,248	67.4	\$575,364	79.7
Interest on Deposits	7,400	5.6	73,371	10.2
Burial Permits	14,644	11.2	---	---
Other	<u>20,652</u>	<u>15.8</u>	<u>72,732</u>	<u>10.1</u>
Total Revenues	\$130,944	100.0	\$721,467	100.0

The Town, in 1974/75, had the enviable financial position of having an excess of \$419,519 in excess revenues. Colma presently has no bonded indebtedness.

5. Political Participation

The Town Council of Colma is composed of five elected members. Members of the Town Council are elected for four year terms. The Council meets once a month, and each member is paid \$125 per month.

The present Town Council is composed of the following persons:

Fred Garbini, Mayor
Post Office Box 364
Colma, California

Commenced Term: March 1972

Raymond D. Ottoboni, Sr., Vice Mayor
435 "F" Street
Colma, California

Commenced Term: March 1974

Wallace H. Honeywell
615 "F" Street
Colma, California

Commenced Term: March 1972

Eugene E. Daneluz
484 "D" Street
Colma, California

Commenced Term: March 1974

Albert E. Belli *
1431 Mission Road
South San Francisco, Calif.

*Elected November 4, 1975 to
fulfill term expiring March 1976

6. Analysis

As shown in the preceding Section, Colma is providing a very limited range of governmental services to its residents. Police service is the main service now provided by the Town through the newly created police department, and other essential services are provided either through single-purpose special districts, private companies, or Daly City. One service (water) is now provided to the Serra Shopping Center by the City of Daly City. Other services such as capital improvement projects are provided directly by the Town of Colma on a limited scale. Private companies presently provide transportation and refuse disposal services to the Colma residents.

Again, Section III and IV of the Commission's General Policies and Criteria for the Development and Determination of Spheres of Influence, pertaining to the allocation of territory to a city's sphere of influence, serves as a basis in making this sphere of influence determination for the Town of Colma. It is implicit in the above policy statement by the Formation Commission that a Town must be financially capable of providing necessary urban service within their city limits not already provided by existing multi-purpose special districts. The Town of Colma, due to its size, has traditionally relied on single-purpose special districts to provide essential services to its residents (i.e., fire, police, sewage disposal, etc.). As described in a following special district section (VI-D), the police protection district is in dire financial shape, and the Town has severed its dependence upon this District for future services, while building up its own police force.

The recent infusion of revenues to the Town of Colma as a result of the new shopping center has enabled the Town to carry sizeable surpluses from year to year without any need for an ad valorem tax. The unappropriated general fund balance for the Town as of June 30, 1975 was over one million dollars. With additional money has come an increased desire by the Town to establish a greater degree of independence in the provision of essential services to its residents. The establishment of its own police force marks the first step by the Town towards establishing this more independent position. The Town of Colma is considering shifting its contractual agreement for sanitary services from the North San Mateo County Sanitation District to the City of South San Francisco. Future attempts by the Town to bring water and fire services under one roof can be expected.

The issue before the Formation Commission is two-fold; One, should the Town of Colma have an expanded sphere of influence covering the primary unincorporated areas? This possibility can be dismissed promptly for the following reasons:

- a. Colma's stated disinterest in expanding its present Town boundaries.
- b. The inability of the Town to provide necessary urban services to the area.

The second issue is should the Town of Colma be assigned a status quo or zero sphere of influence? It has been the expressed intent of the Formation Commission to try to rationalize the provision of services by governmental agencies through sphere of influence planning. This rationalization in the past has usually meant the consolidation and elimination of single-purpose special districts with strong general purpose cities assuming the provision of

essential services (Section III, Item 6 of the Commission's General Policies and Criteria for the Development and Determination of Spheres of Influence). The problem before the Formation Commission in assessing a possible status quo sphere of influence designation to the Town is one of possibly endorsing a duplication of services resulting from Colma starting its own independent service systems when other general purpose cities could provide some essential services to the Town with little problem. Balanced against this possible problem is the practical realization that the Town presently has substantial resources and motivation to operate some essential service systems independently. This new founded financial strength by the Town, when many other cities are experiencing considerable financial problems, is especially unique in that the single most important revenue source is the retail sales tax*, while no property taxes are being levied.

Again, it should be kept in mind that the entire sphere of influence program involves a "community of interest" approach; this is, from the standpoint of all citizens in the Daly City - Town of Colma area, what is the best arrangement of service systems that allows for the most coordinated, efficient, and responsible provision of services? Does the creation of service departments in the Town of Colma make sense if other general purpose cities can already provide these services?

The Cities of Daly City and South San Francisco have indicated that it would be feasible for their respective Cities to provide several essential services to the Town of Colma. Both cities have indicated that police protection

* Eighty percent of total revenues

could be provided to the area at little additional cost to their respective Cities.*

As indicated in other sections of this report, Daly City with several stations close to the subject unincorporated areas, could provide fire protection services to these areas at little additional cost to the City. Daly City has indicated there would be no difficulty for the City to also assume the fire service responsibilities of the Town of Colma. South San Francisco has a fire station (Station #3) at 1165 El Camino Real, but it is uncertain whether the City if servicing Colma would maintain its present configuration of stations. All these hypothetical arrangements, of course, assume that the Colma Fire Protection District would no longer exist sometime in the future (zero sphere of influence designation). With the possible annexation of the subject Broadmoor and unincorporated Colma areas and detachment from the Fire District, a distribution of the District's assets would take place. Any expenses incurred by the Town of Colma at that time to build up its own fire services would be a duplication of effort in the area.

As indicated before, Colma will rely in the future either on the North San Mateo County Sanitation District or South San Francisco for the provision of sanitary services to the Town. Since the gravity flow from the Town of Colma is to South San Francisco, it is reasonable that a sewerage agreement by Colma with South San Francisco may be executed in the future. Obviously, any attempt by Colma to provide sewer service independently would be a duplication.

* South San Francisco now has a CJC grant to look into the possible consolidation of police records and communication in the North County. The scope of this study has been expanded now to also include the fire services.

Water service to the Town by the present three providers (San Francisco, Daly City, and the California Water Service Company) is unnecessarily complicated. As stated before, the Town is examining the possibility of unifying the present array of water services.

From the standpoint of cost effectiveness and scope of services, a strong case can be made for the allocation of service responsibilities and functions in the Town of Colma to a general purpose city. But other considerations in making this sphere of influence assignment must be addressed. Can the Town of Colma adequately provide services to the residents within their Town given their present financial situation? Is the economic structure of the Town of Colma compatible with other surrounding cities? Certainly, it has been shown that the Town is in sound financial shape, and that there should be no problem in the future for the Town to continue to fund present services. No problem financially should exist in the future with the Town contracting either with special districts or cities to provide other essential services to the Town. In relying on these contractual service agreements with other political entities, the residents of Colma are faced with having little control politically as to how these services are provided. But this lack of political accountability has to be weighed against the obvious drawback to the citizen in Colma in becoming part of another surrounding general purpose government--the payment of property taxes. In having a Town Council where people in the community feel as though their voices are heard, and having no burden of a property tax, the people of Colma are in an unusual position. Will the services rendered by a surrounding general purpose government

make an identifiable impact on these citizens sufficient to justify their wanting to pay property taxes? The "cost effective" or "economies of scale" benefits that could result from consolidation of services in the area may or may not be perceived by the citizens of Colma. Benefits in the way of inter-governmental transfer of monies (revenue sharing, HCDA, etc.) to the citizens of the Town, if part of another general purpose government, may or may not be realized. Other priorities within the City would be competing against the needs in the Colma area.

The assignment by the Commission of a "zero sphere of influence" for the Town of Colma would be based on the recognition that a full service general purpose city could best provide the range of services within Colma, even though the Town has strengthened its fiscal position over the past few years with planned commercial development within its boundaries. Now, in a responsible way the Town is taking advantage of this planning and providing some of its own essential services. The assignment by the Commission of a "zero sphere of influence" for the Town of Colma would be based on the recognition that a comprehensive general purpose city could best provide the range of services within Colma and set as a policy a sphere of influence which would encourage the orderly changes of organization of local governmental agencies. It could also serve to further encourage the Town of Colma to independently develop services with no consideration as to how these services tie in with the services provided in the North County area.

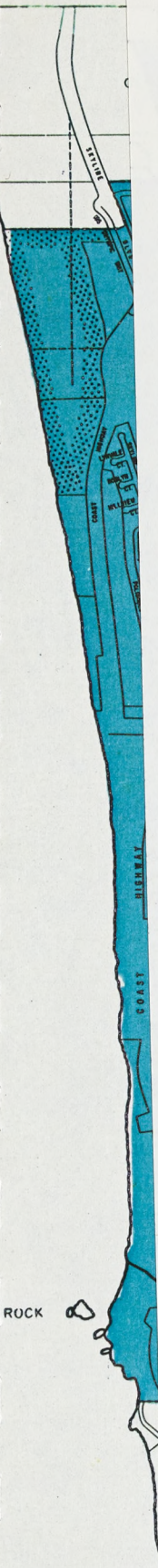
A status quo recommendation by the Commission would recognize the present and projected fiscal viability of the Town, the historical character of the Town, and the attempt

by the Town to independently and responsibly provide more essential services to its residents.

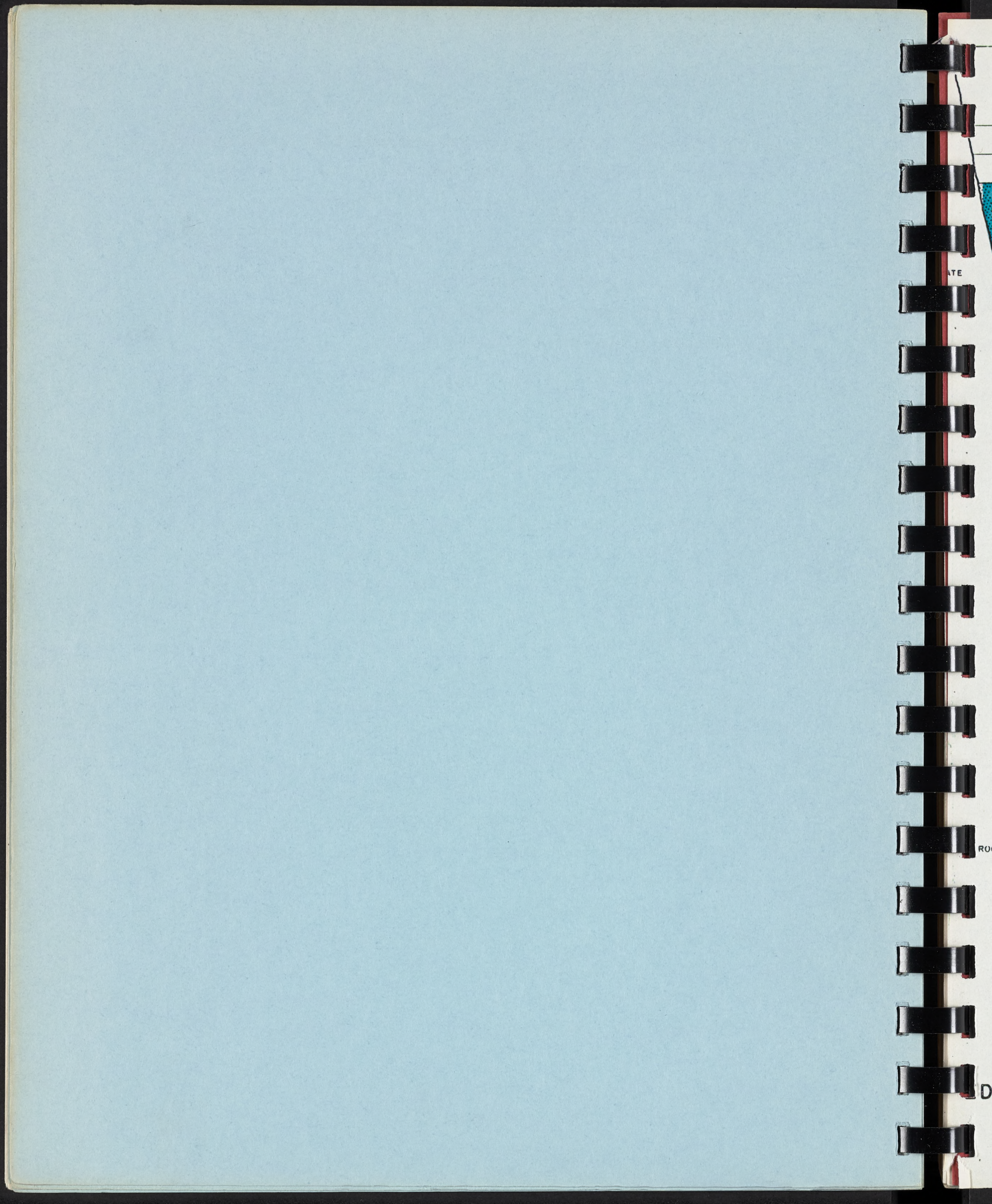
7. Recommendation

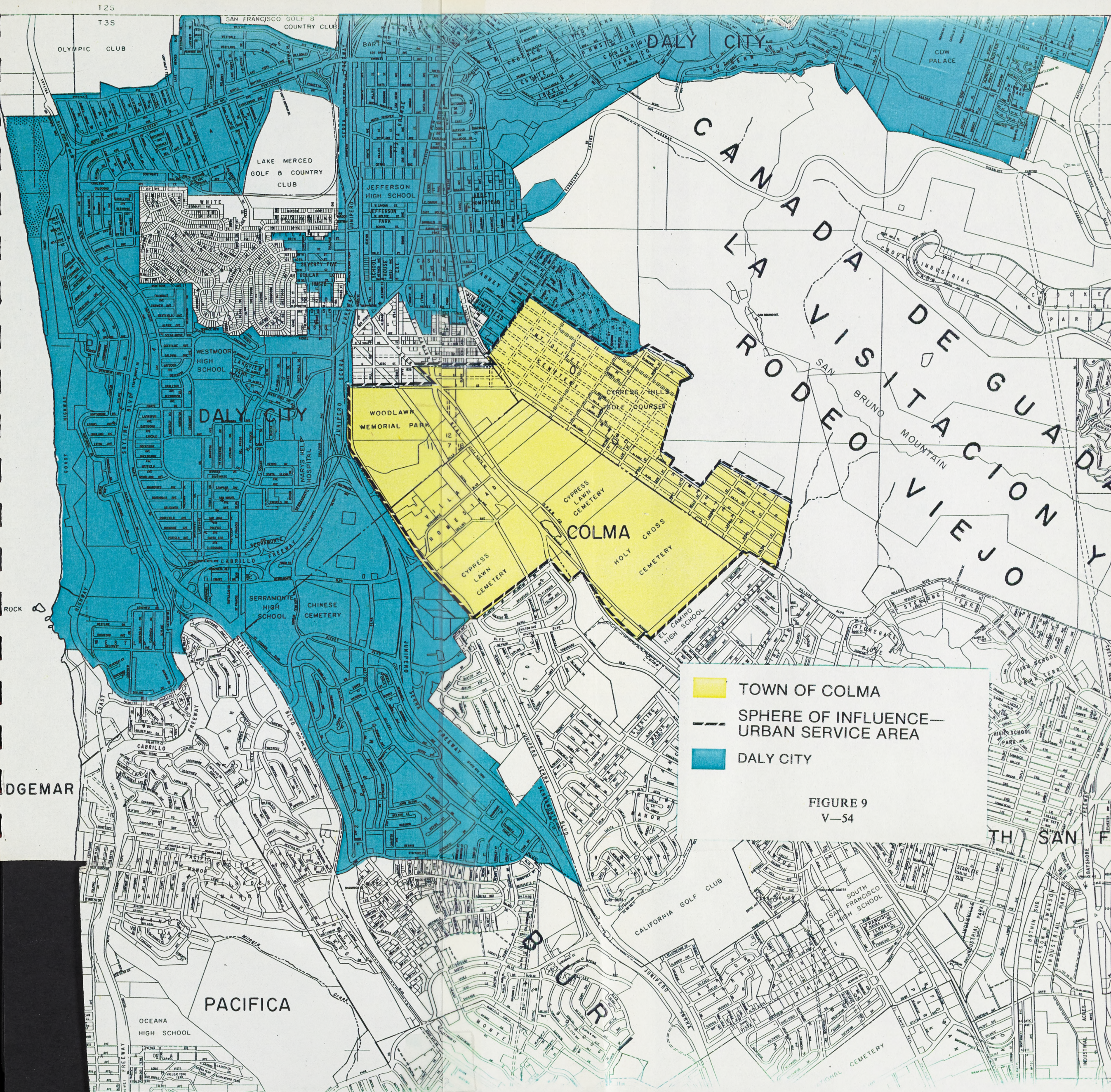
The staff recommends that a "status quo" sphere of influence and a coterminous urban service area, which includes the present Town boundary, be assigned to the Town of Colma as indicated in Figure 9.





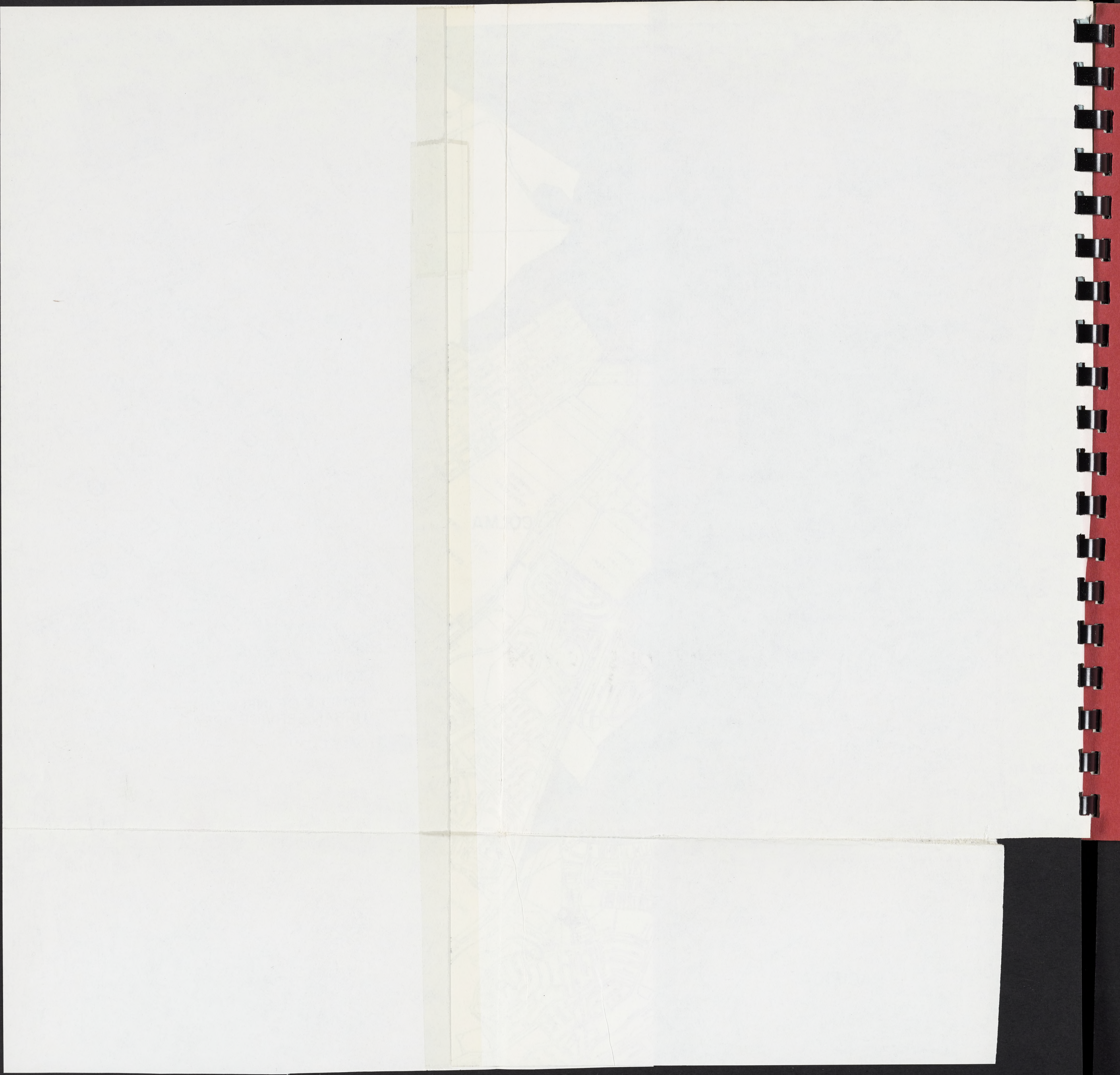
DGE MAR



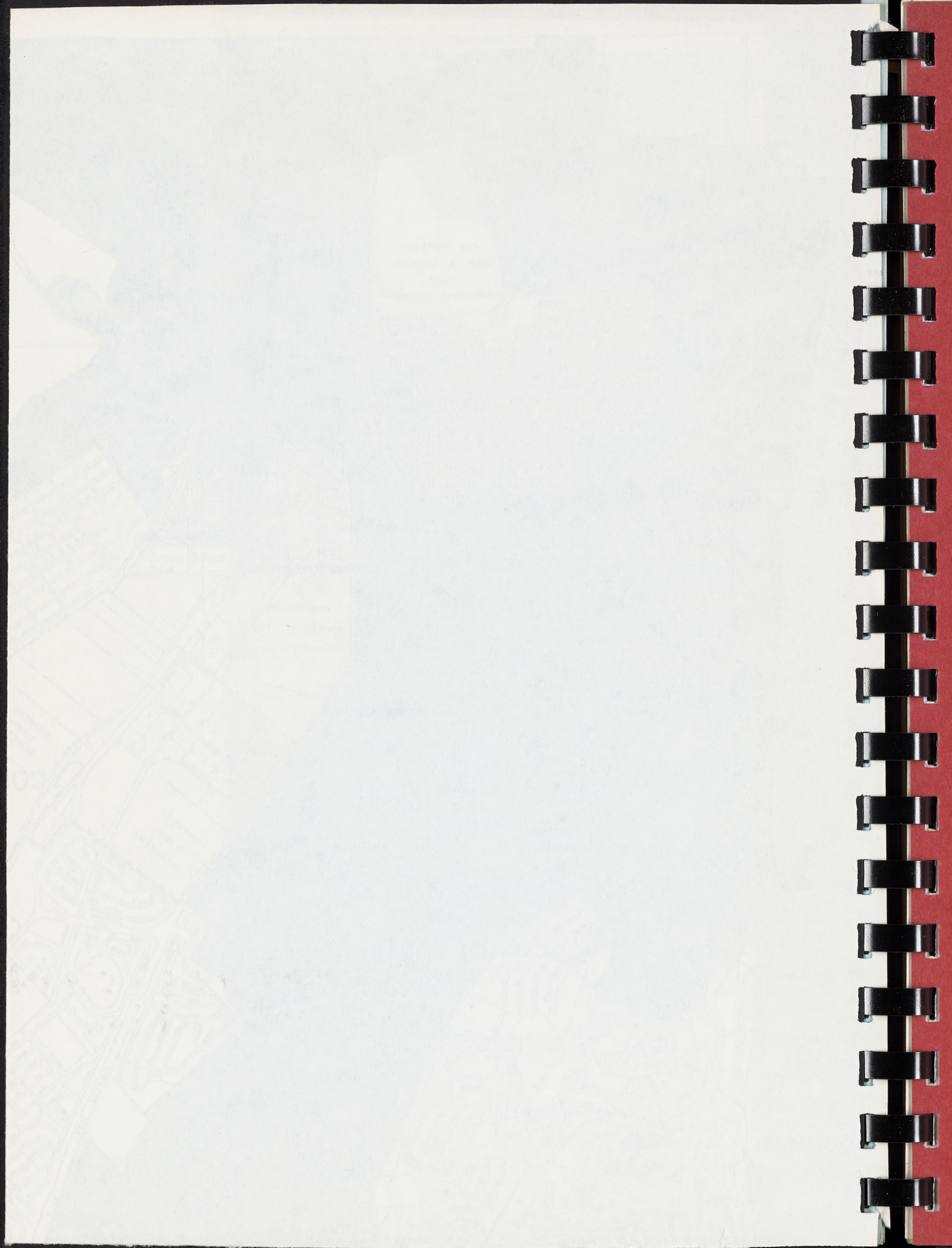


- TOWN OF COLMA
- SPHERE OF INFLUENCE—URBAN SERVICE AREA
- DALY CITY

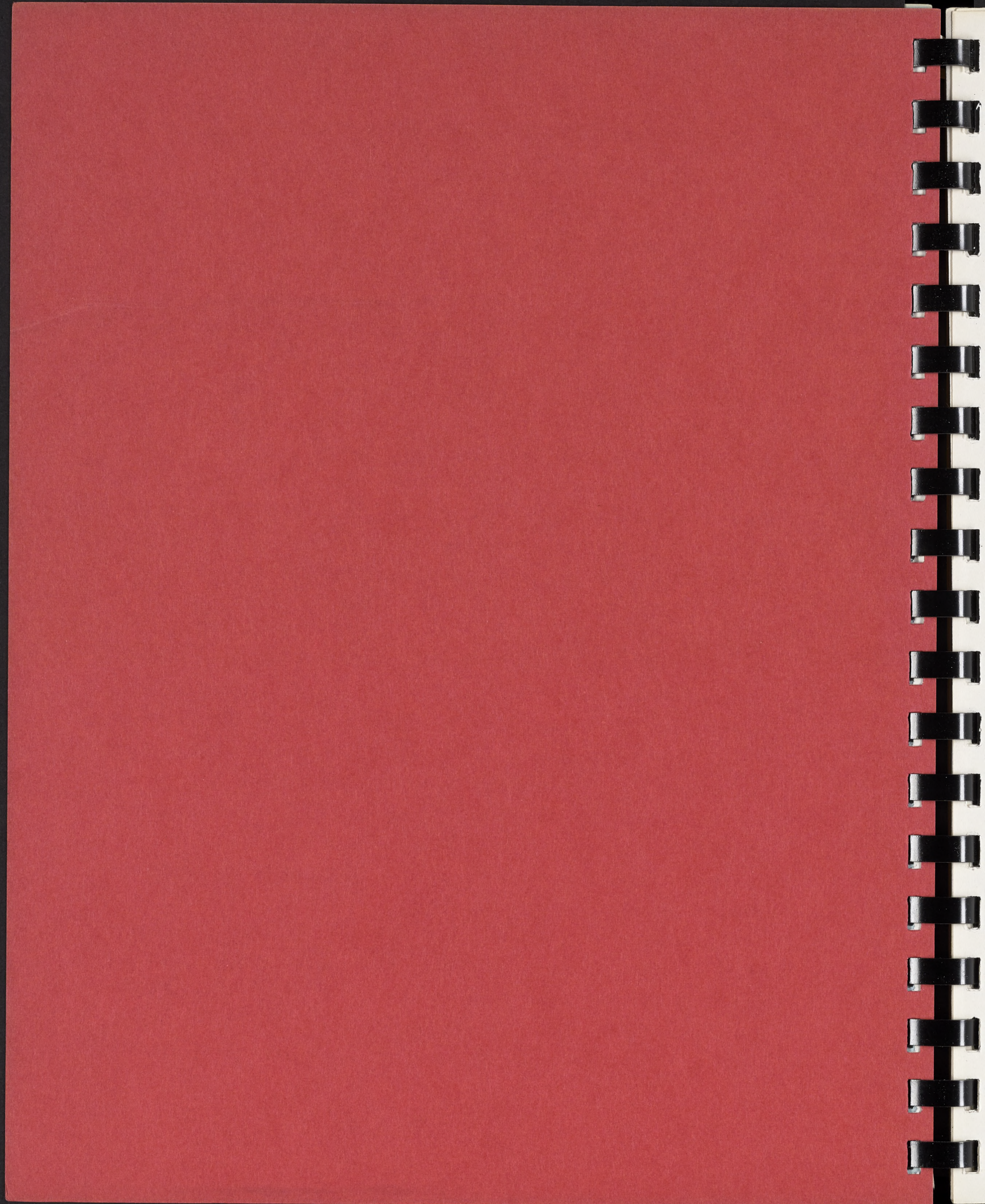
FIGURE 9
V-54



VI. SPECIAL DISTRICT SPHERE OF
INFLUENCE REPORTS



**VI. SPECIAL DISTRICT SPHERE OF
INFLUENCE REPORTS**



A. NORTH SAN MATEO COUNTY SANITATION DISTRICT

1. Brief History and General Background

The North San Mateo County Sanitation District was formed in 1951 by the San Mateo County Board of Supervisors and is presently located at 153 Lake Merced Boulevard in Daly City. The district provides the services of collection, treatment, and disposal of sewage for the northern portion of San Mateo County.

The powers of the district are specified in the State of California, Health and Safety Code, Division 5, Part 3, Chapter 3, Article 4, Sections 4738 through 4766.

The present district boundary is shown in Figure 10. The general service area that the district serves includes all of Daly City, except the Bayshore area, Broadmoor, unincorporated Colma, Town of Colma, Westborough County Water District, and the San Francisco County Jails No. 2 and 4.

Prior to the formation of the district, the area was served by a large septic tank at the site of the present treatment facilities. Effluent from the septic tank was disposed of through percolation at the site. To prevent contamination of the groundwater in the area, the overflow from the septic tank was diverted to the Vista Grande Tunnel in 1907. The Vista Grande Tunnel, which is egg-shaped and constructed of bricks, was built in 1895 as a storm sewer and drain for Lake Merced and allowed the septic tank overflow to be disposed of in the ocean.

From November 1930 until the formation of the North San Mateo County Sanitation District, the Colma-Westlake area was served by the Colma Sewer Maintenance District. The Colma Sewer Maintenance District was established in November 1930 under the provisions of the County Improvement Act of 1921.

In 1953, the North San Mateo County Sanitation District successfully passed a \$600,000 bond issue for the construction of sewage treatment facilities and an outfall line to the ocean. The ocean outfall eliminated the discharge of sewage on the beach from the Vista Grande Tunnel and allowed that portion of the beach to be used for recreational purposes. The treatment facilities replaced the septic tank which had become overloaded, due to the rapidly increasing population. The construction of the treatment facilities and ocean outfall was completed in 1955.

In 1961, the treatment facilities were improved and expanded by the construction of a secondary digester. On July 18, 1963, the Bay Area Regional Water Pollution Control Board adopted, by Resolution No. 482, new receiving water standards which necessitated the construction of a deep-water outfall seaward from the Vista Grande Tunnel. The deep-water outfall work was undertaken in 1963 and extends the outfall some 2,500 feet into the ocean and it lies at a depth greater than 30 feet.

2. Services

In general, the district is divided into three drainage basins; the Lake Merced drainage basin which flows into Lake Merced with no surface outlet, the Colma Creek drainage basin which flows through Merced Valley to San Francisco Bay, and the northwesterly slopes of San Bruno Mountain which drain into the City and County of San Francisco.

Sewage collection consists of trunk sewers, local sanitary sewers, combined sanitary and storm-water sewers, pumping stations and force mains.

Six major trunk sewers serve the district. These are: 1) the Westlake Trunk, 2) the Saint Francis Trunk, 3) the Market Street Trunk, 4) the Vista Grande Trunk, 5) the Colma Trunk, and 6) the Broadmoor Trunk.

The local sanitary sewers consist of 340,000 feet of 6-inch pipeline; 43,500 feet of 8-inch pipeline; 8,800 feet of 10-inch pipeline, and 8,600 feet of 12-inch pipeline.

Combined sewers within an area of 436 acres are located in the northeasterly portion of the district. All sewage in this area is collected in combined sanitary and storm sewers and transported to the San Francisco sewage system for treatment and disposal. The district pays a sewer service charge to the City and County of San Francisco for this service. These combined sewers can be considered to be a part of the San Francisco system and are not expected to be tributary to the North San Mateo County Sanitation District system.^{21/}

The district maintains four pumping stations, all located within the district boundary. There are also four additional pumping stations which are located outside district boundaries. All four of these are owned by other agencies but are operated by the district under contractual agreements.

The present treatment process provides only "primary" treatment. This treatment fails to meet water quality objectives in respect to removal of a sufficient quantity of biochemical oxygen demand, grease removal, coliform removal and toxicity.

The effluent from the wastewater treatment plant is disposed of by a 33-inch submarine outfall 2500 feet long which has a 200-foot long diffused section. This outfall is located north of the district boundary and offshore west of Lake Merced in San Francisco.

The present collecting system and trunk sewers are in very good condition with little infiltration. They are continually inspected and maintenance is performed through a preventive maintenance program and as required by emergency.

There are areas within the district boundary that do not receive service from district treatment facilities, but transport their sanitary wastewater to other facilities because of their topographical location. This obligates the district to pay service charges to the cities of South San Francisco and San Francisco for the use of their facilities.

The present service agreements are as follows:

1. Westborough County Water District; collection, treatment and disposal of wastewater from that area by the N.S.M.C.S.D.
2. San Francisco County Jails #2 and #4; treatment and disposal of wastewater by the N.S.M.C.S.D.
3. Town of Colma; collection, treatment and disposal of wastewater by the N.S.M.C.S.D.
4. City and County of San Francisco; treats and disposes of wastewater from the areas known as the Crocker Tract and Southern Hills.
5. City of South San Francisco treats and disposes of wastewater from two areas in the southeast corner of the district.

The present design flow of the system is 6.0 million gallons per day while the present dry and wet weather flow is approximately 5.8 and 6.2 MGD.

Present plans call for the district to enlarge the treatment plant to 8.0 MGD to accommodate an expected future dry and wet weather flow of 8.0 and 8.5 MGD, respectively. Construction for full secondary treatment is scheduled to begin in October 1975. Additional future services include the making available of and possible transmission of treated

wastewater for irrigation purposes (tertiary treatment). It is anticipated that water should be available for re-use in Spring 1978.

These wastewater treatment and reclamation plans will consist of enlarging the existing primary treatment and sludge handling capabilities, the addition of a pure oxygen activated sludge system, and sludge facilities to meet secondary treatment requirements.

The present population within the district boundary is 70,100 which represents a 3 percent increase over the 1972 population of 68,000.

3. Organizational Structure

Presently the district employs a total of 20 people in the following types of jobs:

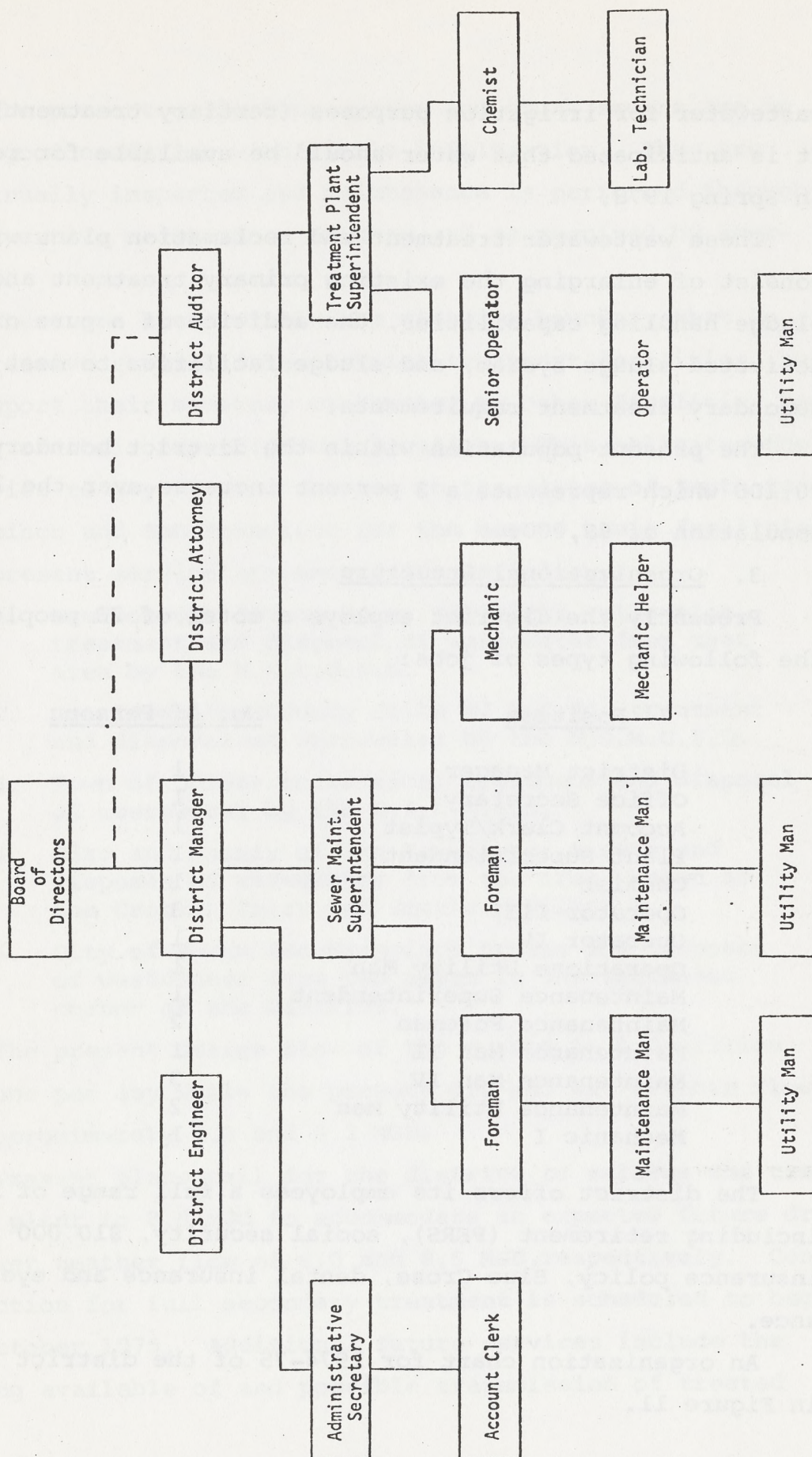
<u>Position</u>	<u>No. of Persons</u>
District Manager	1
Office Secretary	1
Account Clerk/Typist	1
Plant Superintendent	1
Chemist	1
Operator III	3
Operator IV	1
Operations Utility Man	1
Maintenance Superintendent	1
Maintenance Foreman	2
Maintenance Man II	1
Maintenance Man IV	3
Maintenance Utility Man	2
Mechanic I	1

The district offers its employees a full range of benefits, including retirement (PERS), social security, \$10,000 life insurance policy, Blue Cross, dental insurance and eye insurance.

An organization chart for 1974-75 of the district is shown in Figure 11.

FIGURE 11

NORTH SAN MATEO COUNTY SANITATION DISTRICT
STRUCTURE - 1974/1975



4. Finances

The total revenue and expense information for the district is as shown on Table 21 for the fiscal years 1970/71 through 1974/75. Total operating costs for the district have increased \$135,986, or 71 percent during this 1970/71 - 1974/75 period, while the total assessed valuation for the district during the same time period has increased over \$51 million, or 37 percent. Since 1970/71 per capita operating expenses have increased over 50 percent. Total assessed valuation for the district as of 1974/75 was \$190,311,581, and increased approximately \$8 million to \$198,409,076 in 1975/76. The tax rate for the district has dropped the past three years \$0.0551 per \$100 assessed valuation from \$0.3151 in 1972/73 to \$0.2600 for 1975/76. The percentage decrease in the tax rate since 1970/71 has been almost 10 percent. The maximum tax rate for the district in 1975/76 is \$0.3151.

SB 90 and AB 2008 limited the district from financing its present enlargement project from ad valorem taxes, and along with the revised federal and state grant funding requirements necessitated the institution of sewer service charges beginning in fiscal year 1974/75. These user charges totaled \$840,468 for the year and represented approximately half of the total revenues of the district in 1974/75. The charges in 1974/75 and 1975/76 for the following types of services are as follows:

	<u>1974/75</u>	<u>1975/76</u>
Single Family Unit	\$29.00	\$29.00
Multiple Family Unit	29.00	23.00
Commercial (Usage Base)	29.00/7500 gallons	29.00/7500 gallons

TABLE 21
NORTH SAN MATEO COUNTY SANITATION DISTRICT

	<u>ACTUAL REVENUES</u>				
	<u>1970/71</u>	<u>1971/72</u>	<u>1972/73</u>	<u>1973/74</u>	<u>1974/75</u>
Property Tax - Current Secured	\$386,124	\$448,563	\$491,225	\$514,371	\$1,368,792*
Property Tax - Current Unsecured	4,256	7,173	7,830	6,284	9,982
Property Tax - Prior Secured	8,794	10,581	14,735	9,790	8,170
Property Tax - Prior Unsecured	167	70	36	96	182
Interest Earned	6,710	7,822	6,968	25,044	39,793
Cancelled OTL Warrent	117		75	180	165
Other	58,265	63,828	156,174	111,389	180,165
TOTAL	\$464,433	\$538,037	\$677,043	\$667,154	\$1,607,249
F.I.C.A. Trust	13,598	15,412	17,031	25,715	33,005
TOTAL	\$478,031	\$553,449	\$694,074	\$692,869	\$1,640,254
Tax Rate	\$0.2876	\$0.3000	\$0.3151	\$0.3096	\$0.2900

*Includes sewer service charges of \$840,468

SOURCE: San Mateo County Controller's Office.

	<u>ACTUAL EXPENDITURES</u>				
Salaries	\$ 166,627	\$ 200,861	\$185,352	\$222,760	\$ 271,844
Employee Benefits	29,000	31,200	36,900	45,700	60,000
Services & Supplies	164,289	132,962	261,362	245,783	240,851
Other Expenses					
Total Operating Costs	\$ 359,916	\$ 365,023	\$483,614	\$514,243	\$ 572,695
Fixed Assets	5,618	200,366	162,354	82,065	655,654
TOTAL EXPENSES	\$ 365,534	\$ 565,389	\$645,968	\$596,308	\$1,228,349
Per Capita Operating Expenses	\$5.35	\$5.37	\$7.04	\$7.41	\$8.17

SOURCE: Final Budget - San Mateo County, 1972/73, 1973/74, 1974/75 and
San Mateo County Controller's Office

5. Political Participation

The Board of the North San Mateo County Sanitation District is composed of three members appointed from the County Board of Supervisors and the Daly City City Council. Members of the Board may continue to serve as long as they are members of these bodies, and these bodies appoint them to the Board. The Board meets twice a month and Board members are paid \$100 per month. The members of the present Board are as follows:

1. Victor G. Kyriakis, Chairman
80 Cliffside Drive, Daly City

Commenced Term: April 1975
2. McRobert L. Stewart
440 Southgate Avenue, Daly City

Commenced Term: April 1974
3. James V. Fitzgerald
109 Crystal Court, San Bruno

Commenced Term: January 1962

Reports issued to the public in recent years include a sewer service charge report for 1974, the 1973/74 Audit Report, the 1973 Annual Report, the Enlargement Project EIR, 1974 and the Enlargement Project Report, 1974.

5. Political Participation

The Board of the North San Mateo County Sanitation District is composed of three members appointed from the County Board of Supervisors and the City City Council. Members of the Board may continue to serve as long as they are members of these bodies, and these bodies appoint them to the Board. The Board meets twice a month and Board members are paid \$100 per month. The members of the present Board are as follows:

1. Victor G. Kyrle, Chairman
400 S. Highway 101, San Bruno
Commenced Term: April 1973
2. Nicholas L. Stewart
440 S. Highway 101, San Bruno
Commenced Term: April 1974
3. James V. Ellinger
109 Crystal Court, San Bruno
Commenced Term: January 1982

Reports issued to the public in recent years include a sewer service charge report for 1974, the 1974 Audit Report, the 1973 Annual Report, the Sanitation Project RIR, 1974 and the Sanitation Project Report, 1974.

The Board of the North San Mateo County Sanitation District is composed of three members appointed from the County Board of Supervisors and the City City Council. Members of the Board may continue to serve as long as they are members of these bodies, and these bodies appoint them to the Board. The Board meets twice a month and Board members are paid \$100 per month. The members of the present Board are as follows:

1. Victor G. Kyrle, Chairman
400 S. Highway 101, San Bruno
Commenced Term: April 1973
2. Nicholas L. Stewart
440 S. Highway 101, San Bruno
Commenced Term: April 1974
3. James V. Ellinger
109 Crystal Court, San Bruno
Commenced Term: January 1982

The Board of the North San Mateo County Sanitation District is composed of three members appointed from the County Board of Supervisors and the City City Council. Members of the Board may continue to serve as long as they are members of these bodies, and these bodies appoint them to the Board. The Board meets twice a month and Board members are paid \$100 per month. The members of the present Board are as follows:

6. Analysis

The North San Mateo County Sanitation District is a strong, single-purpose special district now operating \$0.0551 under its maximum tax rate of \$0.3151. The district covers a broad territory over Daly City and the subject unincorporated lands. As reviewed, the district is now embarking on a major enlargement project to provide secondary treatment and water reclamation for irrigation purposes.

Section III and Section V of the General Policies and Criteria for Development and Determination of Spheres of Influence, pertaining to the allocation of territory to a district's sphere of influence, serves as the basis in making this sphere of influence determination for the North San Mateo County Sanitation District.

The City of Daly City and the Town of Colma have relied heavily over the years on the sanitation district to provide services within their respective jurisdictions. It has been the policy of the Formation Commission to encourage the elimination of small, single-purpose special districts and whenever a full range of services is required, general purpose governments are preferred to special districts for the provision of services. The North San Mateo County Sanitation District is not a small district, and financial constraints under SB 90 and AB 2008 discourage a general purpose government from assuming the direct operation of the district. Since the entire area of the district is not included within the boundaries of Daly City, the district could not be merged with the City in the future (Sec. 56402

of the Government Code), unless annexation to the city of the subject unincorporated lands took place.

Thus, a "zero sphere of influence" foreseeing the absorption of this special district into a city is premature, given the present inclusion of unincorporated land within the district and the existing legislated fiscal constraints under which local governmental agencies are operating, which tend to frustrate possible special district mergers with general purpose governments.

The issue before the Commission presently is whether or not the North San Mateo County Sanitation District should be given a status quo or expanded sphere of influence. The Bayshore Sanitary District, adjacent to the subject district and servicing the Bayshore neighborhood of Daly City, is an appropriate candidate for inclusion within the North San Mateo County Sanitation District. This sanitary district presently pumps its collected sewage to San Francisco for treatment. No foreseeable change would take place in this arrangement if this district became part of the North San Mateo County Sanitation District. Given the smallness of the sanitary district, it is reasonable that the sanitation district, with its present sound financial situation, would be able to absorb this district with little difficulty. The sanitation district presently maintains the sanitary district's sewers, and no operational problems are foreseen with the sanitation district assuming this district's services. One problem does emerge with this scenario in that the Bayshore Sanitary District, as shown on Figure 14, covers a portion of Brisbane; consequently, Brisbane would have to

be represented on the board if the entire district became part of the sanitation district. It is reasonable that only the Daly City portion of the sanitary district should be annexed to the sanitation district, while the Brisbane portion of the district could be serviced by the City of Brisbane.

The Brisbane City Engineer has stated there would be no problem with Brisbane assuming the collection and pumping activities of the remaining district within the Brisbane area.

One of the principal recommendations resulting from the Formation Commission's 1973 San Carlos - Belmont consolidation study^{22/} was the significant economies and improvements in municipal services that could result by placing certain special districts as subsidiary districts to a general purpose government. The same principle applies in the case of the North San Mateo County Sanitation District. Since the district does not presently lie totally within the corporate boundaries of Daly City, the idea of the North San Mateo County Sanitation District becoming a subsidiary district to the City of Daly City in the future is attractive. This organizational change would be consistent with any possible annexation of the subject unincorporated areas into Daly City, thus reducing or eliminating the county land within the district. As a subsidiary district to the City of Daly City, the sanitation district would still be a legal entity with a separate budget, only the City Council would be acting as the policy and decision-makers under such an arrangement. The tax levies of the district would remain separate on the tax bills, and the district would continue to operate under the

existing powers and functions given to it by the California Health and Safety Code, Section 4700 et seq. The budget would probably be considered along with the regular city budget, but it would be individually acted upon.

In order to establish an independent special district as a subsidiary district of a city, Government Code Section 56403 specifies that the city must represent at least 70 percent of the taxable or assessable land within the district, as shown on the last equalized assessment role of the county. The portion of Daly City lying within the sanitation district exceeds this minimum requirement.

The definition of a subsidiary district, as set forth in Section 56073 of the District Reorganization Act, is a district of limited powers in which the city council of a city is designated and empowered to act as the board of directors of such a district. Establishing the North San Mateo County Sanitation District as a subsidiary district of Daly City would set up a closer structural and working relationship between Daly City and the district.

7. Recommendation

The staff recommends that a sphere of influence which would include the Daly City area within the Bayshore Sanitary District, the Daly City area northeast of Mt. Olivet Cemetery, and all other lands presently within the District's boundaries, be assigned to the North San Mateo County Sanitation District, as shown in Figure 10.

OLY

11100

ATE

COAST HIGHWAY

ROCK

DGEMA

TOWN OF COLMA
DAILY CITY
URBAN SERVICE AREA
SPHERE OF INFLUENCE
SAFETY DISTRICT
NORTH SAN MATEO COUNTY

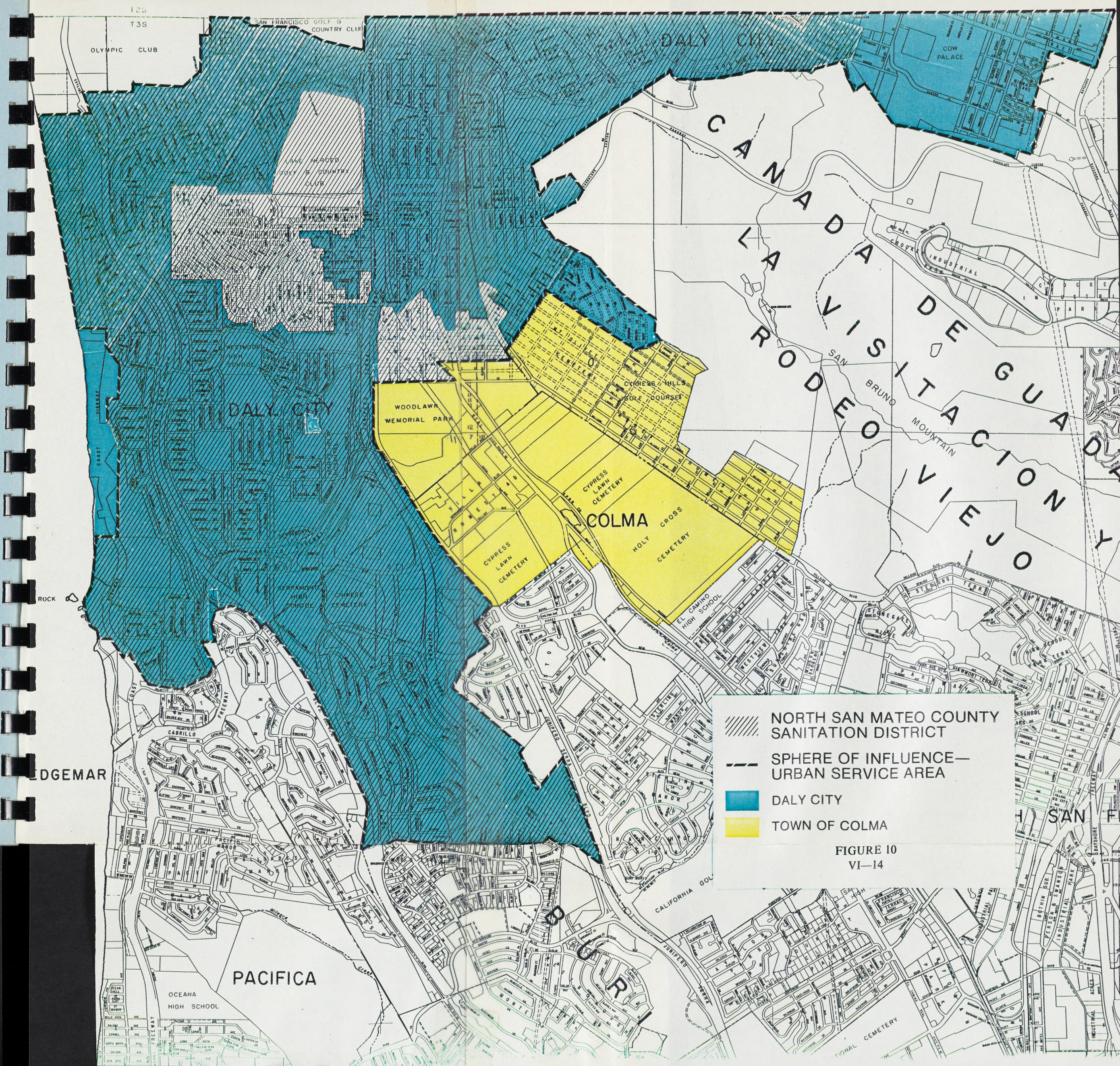
existing powers and functions given to it by the California Health and Safety Code, Section 4700 et seq. The budget would probably be considered along with the regular city budget, but it would be individually acted upon.

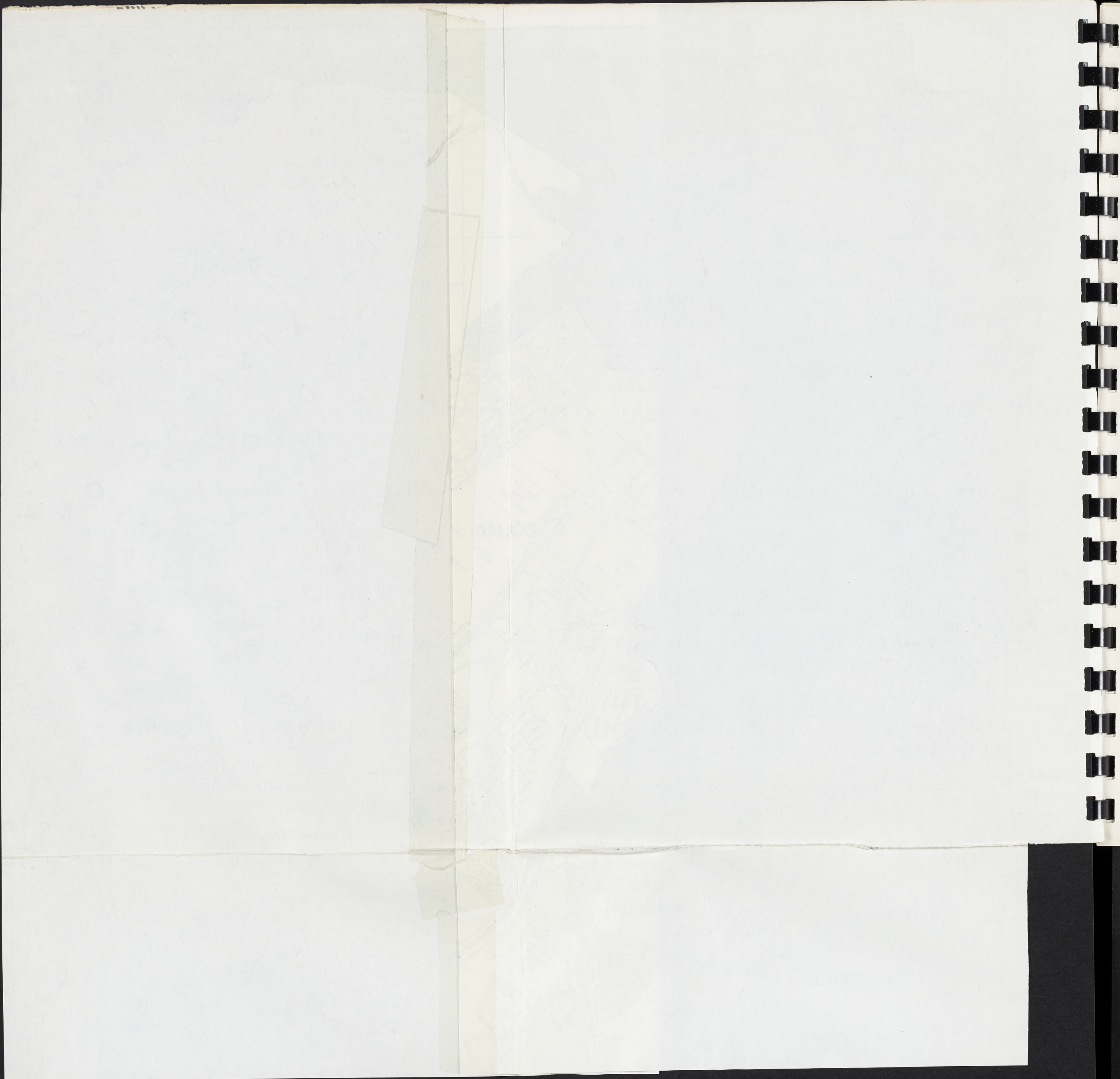
In order to establish an independent special district as a subsidiary district of a city, Government Code Section 56403 specifies that the city must represent at least 70 percent of the taxable or assessable land within the district, as shown on the last equalized assessment role of the county. The portion of Daly City lying within the sanitation district exceeds this minimum requirement.

The definition of a subsidiary district, as set forth in Section 56073 of the District Reorganization Act, is a district of limited powers in which the city council of a city is designated and empowered to act as the board of directors of such a district. Establishing the North San Mateo County Sanitation District as a subsidiary district of Daly City would set up a closer structural and working relationship between Daly City and the district.

7. Recommendation

The staff recommends that a sphere of influence which would include the Daly City area within the Bayshore Sanitary District, the Daly City area northeast of Mt. Olivet Cemetery, and all other lands presently within the District's boundaries, be assigned to the North San Mateo County Sanitation District, as shown in Figure 10.





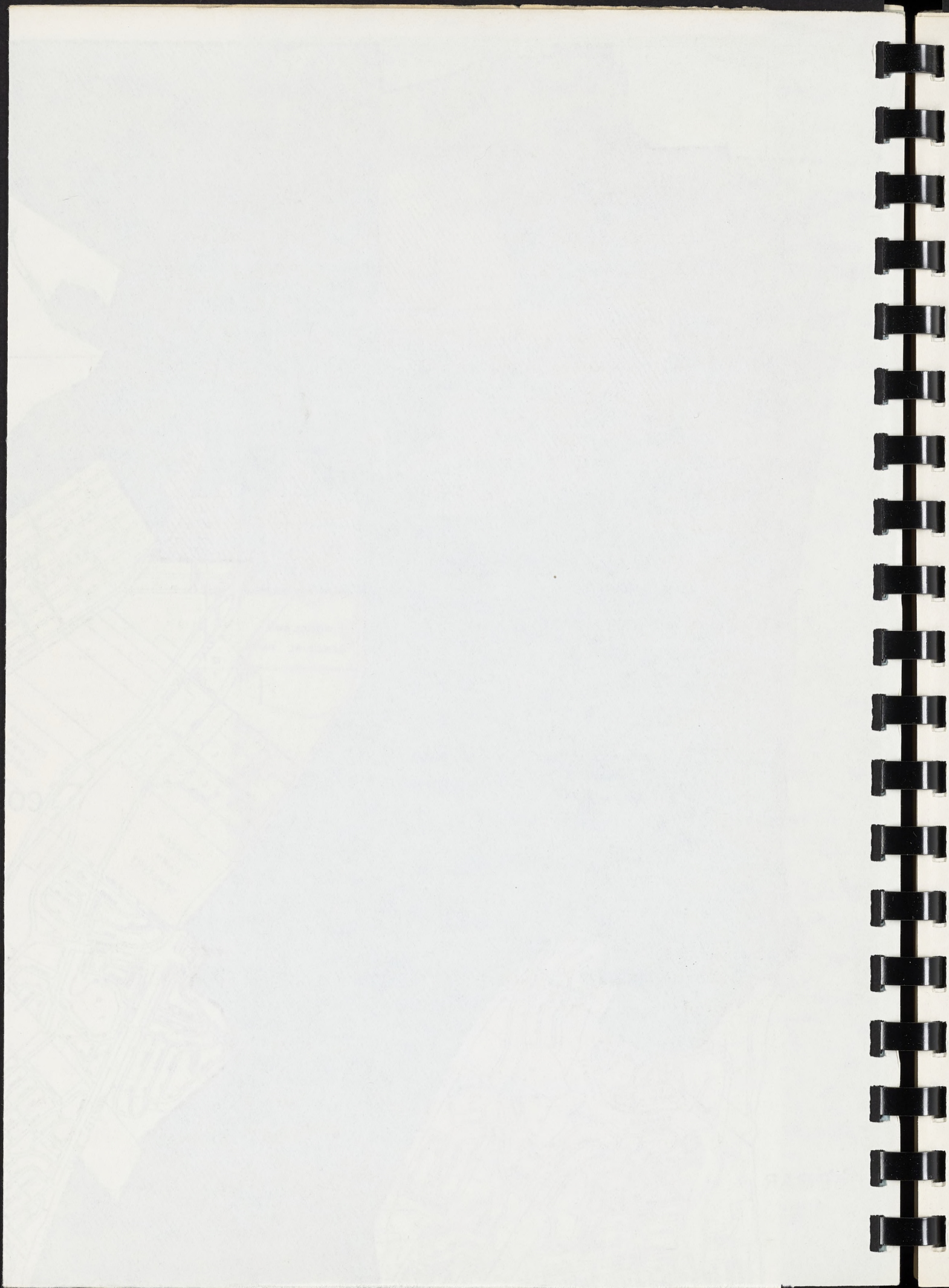
B. BAYSHORE SANITARY DISTRICT

1. Brief History and General Background

The Bayshore Sanitary District was formed in 1925 by the San Mateo County Board of Supervisors, under the provisions of the 1925 Sanitary District Act. The district Board presently meets at their meeting room located at 36 Industrial Way in Brisbane. The district presently provides the services of a sewage collection and pumping system.

The powers of the district are specified in the State of California Health and Safety Code, Division 6, Section 6400-6941.9. Figure 12 shows the existing boundary of the Bayshore Sanitary District. The boundary of the district to the north is delineated by the San Mateo County boundary. To the east the boundary is, in effect, San Francisco Bay. The westerly boundary of the Bayshore Sanitary District abuts the North San Mateo County Sanitation District. The southerly boundary of the district is a relatively arbitrary line which abuts the lands of Visitacion Associates. The existing limits of the district's service area are entirely within the political subdivisions of the cities of Daly City and Brisbane.

The capital required for the construction of the first sewer system in the district was provided in 1926 through the sale of bonds under the authority of the Improvement Act of 1911. Prior to the construction of a sewage pump station in 1961, all of the sanitary sewage from the district, together with the storm water runoff, discharged directly into San Francisco Bay. Therefore, sanitary sewage discharged into the Bay not only during winter storms (as it still does) but also during the summer when no significant storm flow was present. As a result of a cease and desist



B. BAYSHORE SANITARY DISTRICT

1. Brief History and General Background

The Bayshore Sanitary District was formed in 1925 by the San Mateo County Board of Supervisors, under the provisions of the 1925 Sanitary District Act. The district Board presently meets at their meeting room located at 36 Industrial Way in Brisbane. The district presently provides the services of a sewage collection and pumping system.

The powers of the district are specified in the State of California Health and Safety Code, Division 6, Section 6400-6941.9. Figure 12 shows the existing boundary of the Bayshore Sanitary District. The boundary of the district to the north is delineated by the San Mateo County boundary. To the east the boundary is, in effect, San Francisco Bay. The westerly boundary of the Bayshore Sanitary District abuts the North San Mateo County Sanitation District. The southerly boundary of the district is a relatively arbitrary line which abuts the lands of Visitacion Associates. The existing limits of the district's service area are entirely within the political subdivisions of the cities of Daly City and Brisbane.

The capital required for the construction of the first sewer system in the district was provided in 1926 through the sale of bonds under the authority of the Improvement Act of 1911. Prior to the construction of a sewage pump station in 1961, all of the sanitary sewage from the district, together with the storm water runoff, discharged directly into San Francisco Bay. Therefore, sanitary sewage discharged into the Bay not only during winter storms (as it still does) but also during the summer when no significant storm flow was present. As a result of a cease and desist

order from the Regional Water Quality Control Board, a sewage lift station was constructed in 1961. The sewage station did achieve a great deal of improvement in that it enabled the district to pump all the dry weather flow into San Francisco for subsequent treatment and thus avoid gross pollution of the Bay.

An in-depth sewage study for the District completed in 1968 recommended that an additional sewage pump station be built by the District which would effectively curtail remaining sewage flow into San Francisco Bay. This sewage pump station was built in 1972 at a cost of \$400,000.

2. Services

The topography of the district area is characterized by flat tidelands generally from Bayshore Boulevard east-erly to the District boundary at the shore of the Bay. The topography west of the Bayshore Boulevard ranges from a mildly rising slope to relatively steep terrain adjacent to the southwesterly boundary.

The Bayshore neighborhood is, in effect, an extension of the adjoining neighborhood in San Francisco. Access is from Geneva Avenue or Bayshore Boulevard, both of which extend from San Francisco into Daly City and Brisbane. Land uses in the neighborhood are mixed. The small residential area--several blocks of older homes and a county operated public housing project--is hemmed in by the Cow Palace on the west and by P.G. & E. and railroad properties

in Brisbane to the east, with little opportunity for expansion. North of Geneva Avenue, beyond a narrow band of mixed residential and commercial uses, several manufacturing plants further circle the neighborhood. The only contiguous residential area is the Geneva Terrace townhouses and apartment project, north of the Cow Palace in San Francisco.

The Cow Palace is the most prominent feature in the Bayshore neighborhood. The 83.5 acre site houses the large main arena building, adjoining exhibit buildings, livestock storage facilities, and parking lots. It is owned by the State of California and operated by the No. 1-A District Agricultural Association. The San Mateo County Housing Authority operates the Midway Village Project east of Schwein Street. The Housing Authority presently plans to replace existing units in Midway Village with 150 units of turnkey housing. As a result, the population in the new project is expected to be reduced by two-thirds. Midway Village has been a major contributor of sewage to the Bayshore Sanitary District, but does not contribute to the ad valorem tax.

The Bayshore Sanitary District does not provide treatment for sanitary wastewater, thus the capacities of the system are basically the hydraulic capacity of the collection and pumping system. The district presently owns no equipment except for the two pump stations, one on Industrial Way and the other on Tunnel Road. The station on Industrial Way is the newest of the two stations, being constructed in 1972. Since construction of this new pump

station in 1972, the older pump on Tunnel Road has not been used. Thus, the sewage system of the district consists primarily of branch sewers, trunk sewers, outfall sewers, and the above mentioned sewage pump station.

The district, over the years, has contracted with the North San Mateo County Sanitation District for maintenance of the district's system and with the City of San Francisco for treatment (southeast treatment plant) and final discharge.

The construction of the new sewage pump station on Industrial Way eliminated some of the following problems:

1. Elimination of the pumping of significant amounts of San Francisco Bay water infiltrating into the pumping station, particularly at high tides.
2. Elimination of pumping combined sanitary and storm flows.
3. Elimination of pumping artesian well contribution.
4. Elimination of pumping contributions from major water users, such as wash down water from the Southern Pacific Company's yards.

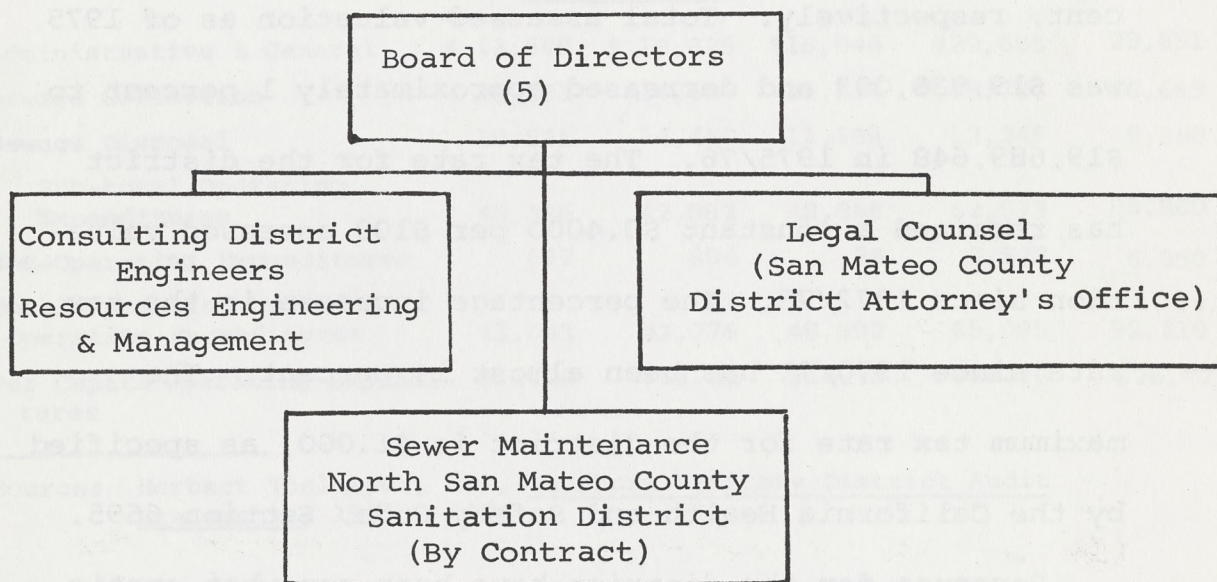
The present dry and wet weather flow for the district is .6 MGD and 1.8 MGD, with the latter representing the design flow for the system. The district anticipates an increase in the dry weather flow of .4 MGD to 1.0 MGD by 1980 with the wet weather flow remaining constant. The present population within the district is 3,250 and insignificant future growth is anticipated in the area.

3. Organizational Structure

Up to 1967, the Board of Directors of the Bayshore Sanitary District were faced with administering the day-to-day affairs of the district. At that time, the district

functioned with a part-time administrative officer to carry out the policies of the Board of Directors. In February 1967, the district entered into a contractual agreement with the North San Mateo County Sanitation District for the purpose of providing routine and corrective maintenance assistance. At this same time, the district entered into a separate agreement with the chief administrative officer of the North San Mateo County Sanitation District for providing part-time engineering, consulting, and management service.

This engineer for the sanitation district has since gone into private consulting work, and Bayshore Sanitary District has continued to contract with this individual for consulting and management services. An organizational chart of the district is as follows:



4. Finances

The total revenue and expense information for the district is as shown on Table 22 for the fiscal years 1970/71 through 1974/75. Total operating costs for the district have increased 113 percent during the above five year period, while the total assessed valuation for the district during the same time period has increased approximately over three million dollars, or 20 percent. Operating expenditures and assessed valuation have increased at annual rates of over 20 percent and 4 percent, respectively. Total assessed valuation as of 1975 was \$19,938,003 and decreased approximately 1 percent to \$19,689,648 in 1975/76. The tax rate for the district has remained a constant \$0.4000 per \$100 assessed valuation since 1972/73. The percentage increase in the tax rate since 1970/71 has been almost 14 percent. The maximum tax rate for the district is \$1.000, as specified by the California Health and Safety Code, Section 6695.

Revenues for the district have been somewhat erratic over the past five years with significant changes experienced in 1972/73 and 1974/75 resulting primarily from the disposition of some of the district's assets.

Table 22
BAYSHORE SANITARY DISTRICT
Revenues

	<u>1970/71</u>	<u>1971/72</u>	<u>1972/73</u>	<u>1973/74</u>	<u>1974/75</u>
Taxes	\$ 60,582	\$ 59,885	\$ 74,889	\$ 77,932	\$81,833
Excessive Water Users	5,154	7,163	3,308	2,808	1,672
Other	706	100	507	---	640
Sub-total Operating Revenues	66,442	67,148	78,704	80,740	84,145
Interest	15,441	11,780	4,470	11,648	16,375
Other	3,415	3,562	28,797	320	14,624
Sub-total Non-Operating Revenues	18,856	15,342	33,267	11,968	30,999
Total Operating and Non-Operating Revenues	85,298	82,490	111,971	92,708	115,144
Tax rate	.3500	.3500	.4000	.4000	.4000

	<u>Expenditures</u>				
Administrative & General	\$ 13,540	\$ 13,825	\$16,046	\$20,605	29,891
Sewage Collection	16,281	14,607	21,234	28,723	46,669
Sewage Disposal	10,525	14,450	11,588	13,245	9,300
Sub-total Operating Expenditures	40,346	42,882	48,868	62,573	85,860
Non-Operating Expenditures	697	894	24	2,522	6,350
Total Operating and Non-Operating Expenditures	41,043	43,776	48,892	65,095	92,210
Per Capita Operating Expenditures	\$12.20	\$13.02	\$14.90	\$19.16	\$26.42

Source: Herbert Thelmeyer, CPA, Bayshore Sanitary District Audit Statements, 1971 - 1974

5. Political Participation

The Board of the Bayshore Sanitary District is composed of five members elected from within the district for three year terms. The Board meets once a month, and Board members are paid \$50 per meeting. The members of the present Board are as follows:

Elmer J. Aydelott
179 Acacia Street
Daly City 94014

Commenced term: 1958

Eldred L. Showers
315 Rio Verde Street
Daly City 94014

Commenced term: 1960

John J. Broda
185 Acacia Street
Daly City 94014

Commenced term: 1962

Bernard A. Painchaud
158 Oriente Street
Daly City 94014

Commenced term: 1968

Edward A. McDonald
282 Rio Verde Street
Daly City 94014

Commenced term: 1974

The public is notified of these monthly meetings by posted notice.

6. Analysis

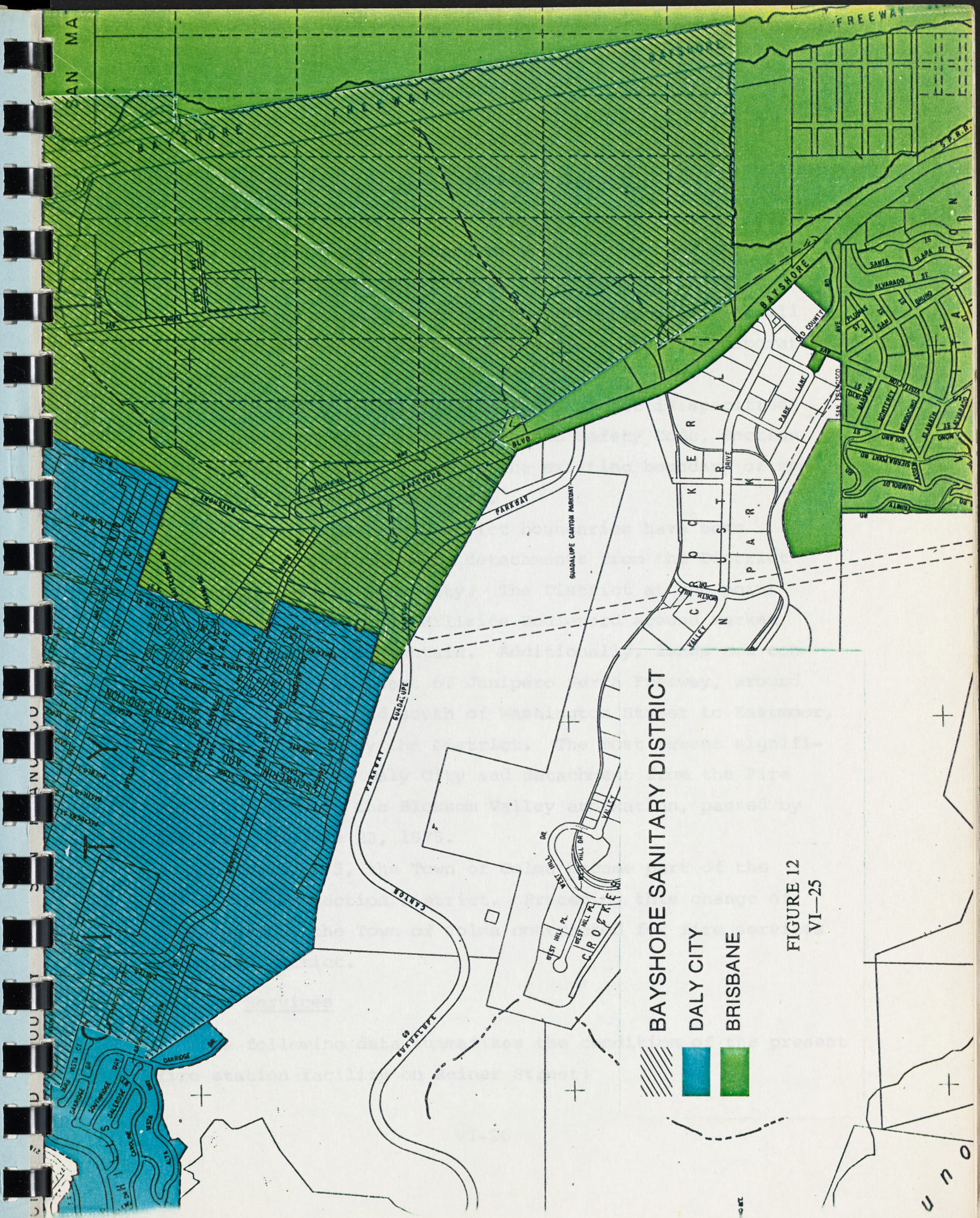
The Bayshore Sanitary District is a small, single-purpose special district now operating with a tax rate of \$0.4000, which is \$0.6000 under its maximum tax rate of \$1.000. Again, Section III and Section V of the Formation Commission's adopted Guidelines were used as a basis for the sphere of influence designation of the Bayshore Sanitary District. As specified in Section III, Item 6, "It is the intent of LAFCo to encourage the rationalization of local government through the elimination or consolidation of small, single-purpose districts".

This district services the small Bayshore neighborhood in Daly City and parts of Brisbane, and is adjacent to both the North San Mateo County Sanitation District, the remaining portion of the City of Brisbane, and the Guadalupe Valley Municipal Improvement District (G.V.M.I.D.), all of which are involved in supplying sewer services to their respective areas. With these several providers of sewer services in the general area, it is appropriate that the Formation Commission look towards consolidation of these services in the future. The North San Mateo County Sanitation District sees no operational problems in assuming the service responsibilities of the sanitary district in the future; the sanitation district now provides maintenance service to the Bayshore Sanitary District. The City Engineer for Brisbane sees no problem in the city operating the district's lift station on Industrial Way. The Brisbane network of mains presently discharges into the G.V.M.I.D. pump station on Valley Drive in the Crocker Industrial Park, and it is pumped direct to San Francisco's Southeast treatment plant. None of this discharge presently passes through the Bayshore Sanitary District's lift station.

As stated in the North San Mateo County Sanitation District analysis, it is logical that the Bayshore Sanitary District be dissolved, and the portion of the district covering Daly City be included within the North San Mateo County Sanitation District. The remaining area should be serviced by the City of Brisbane.

7. Recommendation

The staff recommends the Commission assign a zero sphere of influence to the Bayshore Sanitary District.

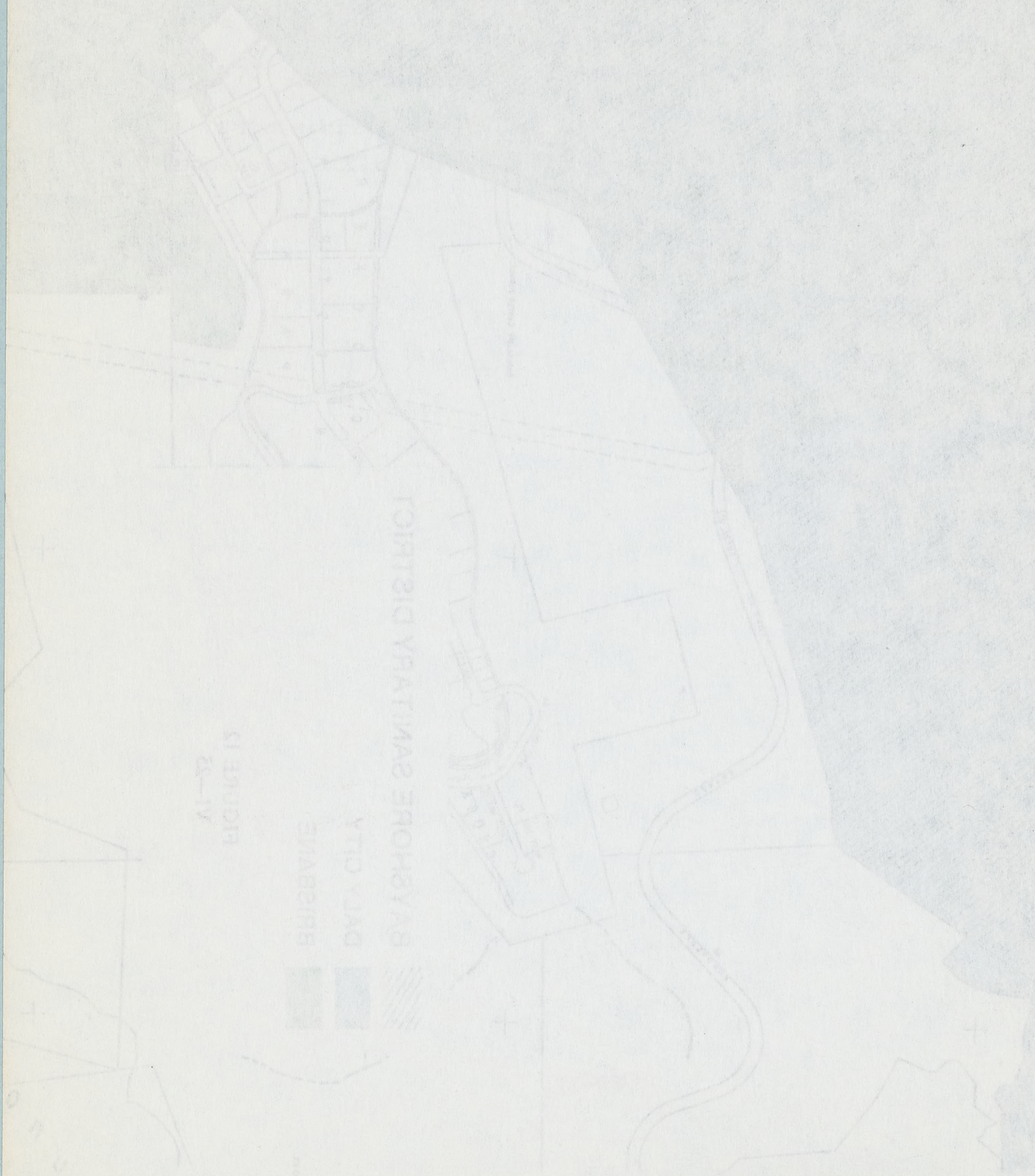


BAYSHORE SANITARY DISTRICT

DALY CITY

BRISBANE

FIGURE 12
VI-25



AL-32
RIDGE 15

BRIDGE

VTD 11A0

JOINTLY VERTICAL DISTRICT

C. COLMA FIRE PROTECTION DISTRICT

1. Brief History and General Background

The Colma Fire Protection District was formed in 1925 by the San Mateo County Board of Supervisors, and the fire station headquarters are located at 50 Reiner Street in the unincorporated Colma area. The District provides full fire protection services to the Broadmoor and unincorporated Colma area.

The enabling legislation of the District is specified in the State of California Health and Safety Code, Section 1380 et seq. Figure 13 shows the existing boundary of the Colma Fire Protection District.

Over the years, the District boundaries have been diminished through the many detachments from the District and annexations to Daly City. The District at one point covered territory along Hillside Boulevard around Market Street to San Bruno Mountain. Additionally, lands now contained in Daly City east of Junipero Serra Freeway, around the Civic Center, and south of Washington Street to Eastmoor, were also covered by the District. The most recent significant annexation to Daly City and detachment from the Fire District has been the Blossom Valley annexation, passed by Daly City on June 23, 1975.

In April 1975, the Town of Colma became part of the Colma Fire Protection District. Preceding this change of organization, the Town of Colma contracted for fire services from the District.

2. Services

The following data summarizes the condition of the present fire station facility on Reiner Street:

- a. Year built - 1952
- b. Number of Apparatus Bays - 2
- c. Size of Apparatus Room - 30' by 52'
- d. Dorm Capacity - None
- e. Emergency Power - None
- f. Room for Expansion - Yes
- g. Drill Yards - Limited
- h. Condition - Good

Again, Figure 5 represents the present location of the fire stations in the general location of the District's station. As stated before in Section V-A (Daly City Fire Services), street distances of one mile from Stations marked #2 and #4 in Daly City on this map overlap the one mile street distance measured out from Station marked #8. An inventory of the apparatus at the District's station is shown in the following table.

COLMA FIRE PROTECTION DISTRICT APPARATUS

Station Number	Company Number	Type	Year Purchased	Make & Model	Pump Cap.	Water Tank	Maximum Ladder Length
1	1	Pumper	1954	Seagrave Power by Ford	1000	400	36 feet
1	1	Pumper	1956	Seagrave Power by Ford	1000	400	24 feet

SOURCE: Gage-Babcock, Inc., Report on Fire Protection Study for San Mateo County, 1975

Again, the Gage-Babcock report can be utilized to show the adequacy of the water supply within the District at selected sites. The required fire flows estimated by Gage-Babcock in comparison to the water available at particular locations within the District is as follows:

WATER SUPPLY SYSTEM

FIRE FLOWS

Colma Fire District	Required GPM at 20 psi	Available GPM at 20 psi
San Pedro & Hill	5000 *	2060
"D" Street & Hill	3500 *	2060
"A" Street and Second (Daly City)	5000	1020
El Camino Real & Reiner Street	3000	1030
"A" Street and Clark	3000	1020
El Camino Real & Serramonte	5000	8000

* Automatic Sprinkler Protection

These comparisons should serve as a warning signal that the water supply may be insufficient in selected spots (e.g., "A" Street and Second [Daly City]).

Prior to the recent annexation to the Fire District by the Town of Colma, the Fire District provided fire services to Colma on a contractual basis. The level of services provided to Colma has not changed since its recent annexation, and there are no planned changes in service by the Fire District.

3. Organizational Structure

Presently there are a total of 31 people employed by the District on a part-time basis. The following table represents a personnel inventory of the District in 1975:

PERSONNEL INVENTORY - FIRE FIGHTING FORCE

<u>Position</u>	<u>Number of Persons</u>
Chief ^{a/}	1
Assistant Chief ^{a/}	1
Fire Marshal ^{a/}	1
Captain	1
Lieutenants	3
Pump Operators/Powers	<u>24</u>
Total	31

^{a/} Part-time, but paid a yearly salary.

The District offers limited employee benefits including hospital insurance (Kaiser), life insurance (C.S.F.A.) and State Compensation.

The hierarchical organization of the Department is a traditional line of command: Chief, assistant chief, captain, lieutenant, assistant lieutenant, etc.

4. Finances

Per capita operating expenditures for the Fire District have increased 41 percent between 1970/71 and 1974/75. The yearly breakdown of revenues and expenditures since 1970/71 is shown in Table 23. Total operating costs have increased \$20,949, or 50 percent between 1970/71 and 1974/75, while total assessed valuation for the District during the same time period has increased over \$2 million, or 15 percent. Total assessed valuation for the District in 1974/75 was \$16,088,728, and it decreased over over 3 percent to \$15,549,136. The tax rate for the District jumped 20 percent between 1973/74 and 1974/75, from \$0.2770 to \$0.3319 per \$100 assessed valuation, and it now stands at \$0.3410. Since 1970/71, the tax rate has decreased \$0.0964 per \$100 assessed valuation, or approximately twenty-two percent. The unusually high tax rate in 1970/71 was necessary in order to raise funds for a new addition to the fire station. The maximum tax rate for the District in 1975/76 is \$0.3814.

The addition of the Town of Colma to the Fire District will increase the total assessed valuation of the District by more than \$7 million, or 45 percent. The amount of revenue which was received by the District through contract with the Town for 1974/75 was approximately \$16,500, which was derived by applying the tax rate of the District to the secured assessed valuation of the Town of Colma. If Colma

TABLE 23

COLMA FIRE PROTECTION DISTRICT

Revenues *

	<u>1970/71</u>	<u>1971/72</u>	<u>1972/73</u>	<u>1973/74</u>	<u>1974/75</u>
Property Tax -					
Current Secured	\$53,941	\$38,571	\$35,305	\$34,310	\$40,554
Property Tax -					
Current Unsecured	1,443	2,281	1,468	1,597	1,778
Property Tax					
Prior Secured	739	917	647	538	659
Property Tax -					
Prior Unsecured	17	15	179	17	---
H.O.P.T. Reduction	3,325	2,201	1,959	5,952	7,182
B.I.P.T. Reduction	809	595	564	1,052	1,610
Cancelled OTL Warr.	-	-	18	-	-
Other	9,373	13,435	12,120	12,709	16,475
Total	69,647	58,015	52,260	56,175	68,258
Tax Rate	.4374	.2770	.2470	.2770	.3319

Expenses **

Salaries	17,019	16,612	19,124	19,668	22,478
Employee Benefits	-	8,263	10,871	10,237	10,128
Sub-total	17,019	24,875	29,995	29,905	32,606
Services and Supplies	24,556	34,884	27,211	21,269	29,918
Total Operating Costs	41,575	59,759	57,206	51,174	62,524
Fixed Assets	4,253	6,791	2,451	1,993	2,680
Total Expenses	45,828	66,550	59,657	53,167	65,204
Per Capita Operating Costs	\$5.65	\$8.01	\$7.56	\$6.67	\$8.03

* Source: San Mateo County Controller's Office

** Source: San Mateo County, Final Budget, 1972/73, 1973/74, 1974/75

had been part of the Fire District this past year, the District would have received approximately an additional \$5,300 in revenues. This increased amount results from the inclusion of monies received by the District from the unsecured roll and from the State for Homeowners Property Tax and Business Inventory Property Tax secured and unsecured exemptions.

5. Political Participation

The Board of the Colma Fire Protection District is composed of three members, elected from within the District for four-year terms. The Board meets monthly and Board members receive \$20 per month. The members of the present Board are as follows:

Theodore Kirschner *
512 "B" Street
Colma, California

Commenced Term: 1975

Paul Sanguinetti
1028 Nimitz Drive
Colma, California

Commenced Term: 1973

Leslie Balestra *
508 Midway Avenue
Colma, California

Commenced Term: 1972

*Preliminary election results as of
November 5, 1975

6. Analysis

The Colma Fire Protection District is an independent, small, single-purpose special district now operating \$0.0404 under its maximum tax rate of \$0.3814 per \$100 assessed valuation. The District continues to be an all-volunteer force, the only one now existing in the County.

Faced with a decreasing total assessed valuation (a drop of 3 percent between 1974/75 and 1975/76), the Colma Fire Protection District annexed the Town of Colma this past year after the initiation of annexation proceedings by the Town. Section 13948 of the Health and Safety Code uniquely allows this type of annexation to take place without the Formation Commission's approval. As a result, some additional monies will accrue to the District, since the prior contractual agreement between the two entities was based only on the secured tax roll and the District's tax rate.

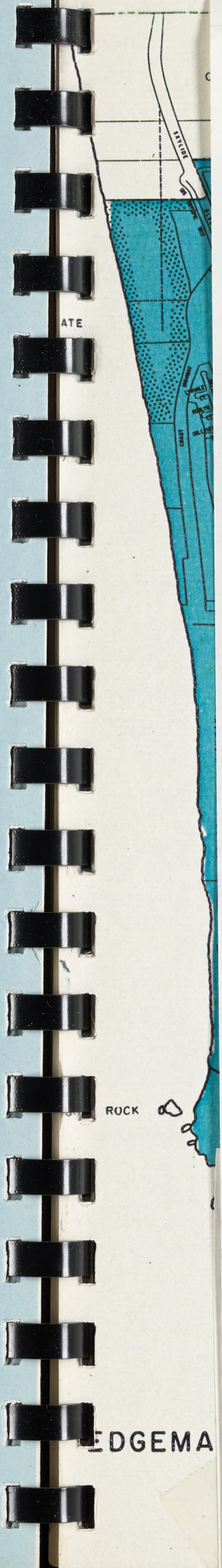
After reviewing the station location of the Colma Fire Protection District and the station locations in Daly City and South San Francisco, it is apparent that one or both of these general purpose governments should be providing services to this District's area. As discussed in the Town of Colma analysis, both Daly City and South San Francisco have indicated they would be able to service the Town of Colma. In the case of Daly City, this service could be provided at little additional cost to the City in the future. South San Francisco has indicated that service to the Town may require some station relocation, but this estimation is only cursory at this point. The primary subject unincorporated areas could definitely be served, upon annexation, by Daly City at little additional cost in the long run. The City has offered several preliminary solutions to providing

fire service to this area, if annexed to the City, including the possibility of maintaining the existing volunteer force within the Daly City Fire Department, with a gradual absorption of the volunteer force over the years. With the proximity of the fire station being what it is in this area, some consolidated arrangement should be worked out with the City of Daly City. Daly City, with a much broader line of resources within its Fire Department, is the logical provider of this service to the Broadmoor and unincorporated Colma areas.

As recommended in Section V-A of this report, the primary unincorporated area making up this District should be included within the Daly City sphere of influence. A zero sphere of influence designation for the Colma Fire Protection District would be consistent with the Commission's adopted policy which states, "In urban areas requiring the full range of urban services, services should be provided and decisions made by a single, general purpose government rather than by overlapping local agencies."

7. Recommendation

The staff recommends that the Commission assign a zero sphere of influence to the Colma Fire Protection District.



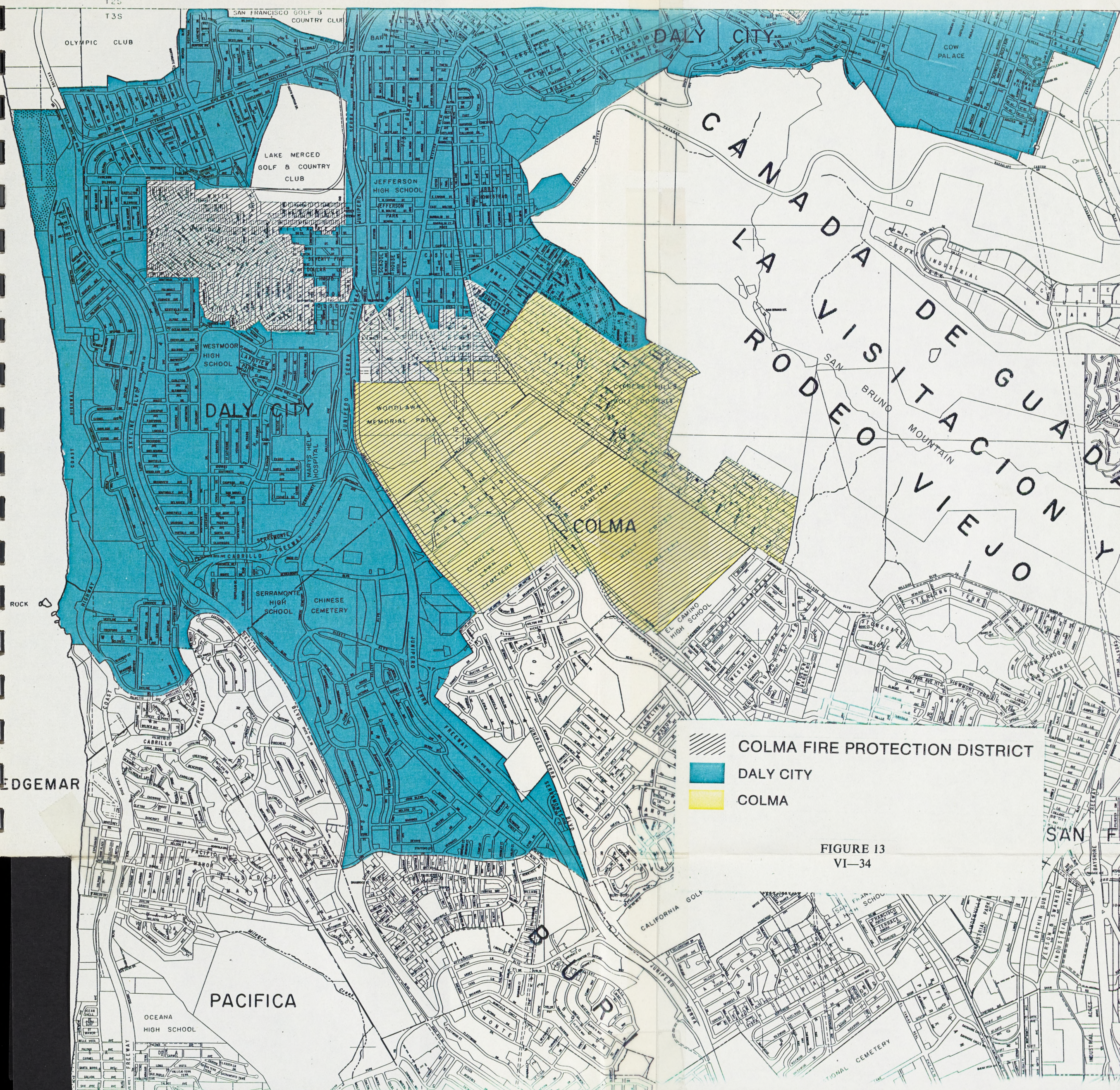
EDGE MA

fire service to this area, if annexed to the City, including the possibility of maintaining the existing volunteer force within the Daly City Fire Department, with a gradual absorption of the volunteer force over the years. With the proximity of the fire station being what it is in this area, some consolidated arrangement should be worked out with the City of Daly City. Daly City, with a much broader line of resources within its Fire Department, is the logical provider of this service to the Broadmoor and unincorporated Colma areas.

As recommended in Section V-A of this report, the primary unincorporated area making up this District should be included within the Daly City sphere of influence. A zero sphere of influence designation for the Colma Fire Protection District would be consistent with the Commission's adopted policy which states, "In urban areas requiring the full range of urban services, services should be provided and decisions made by a single, general purpose government rather than by overlapping local agencies."

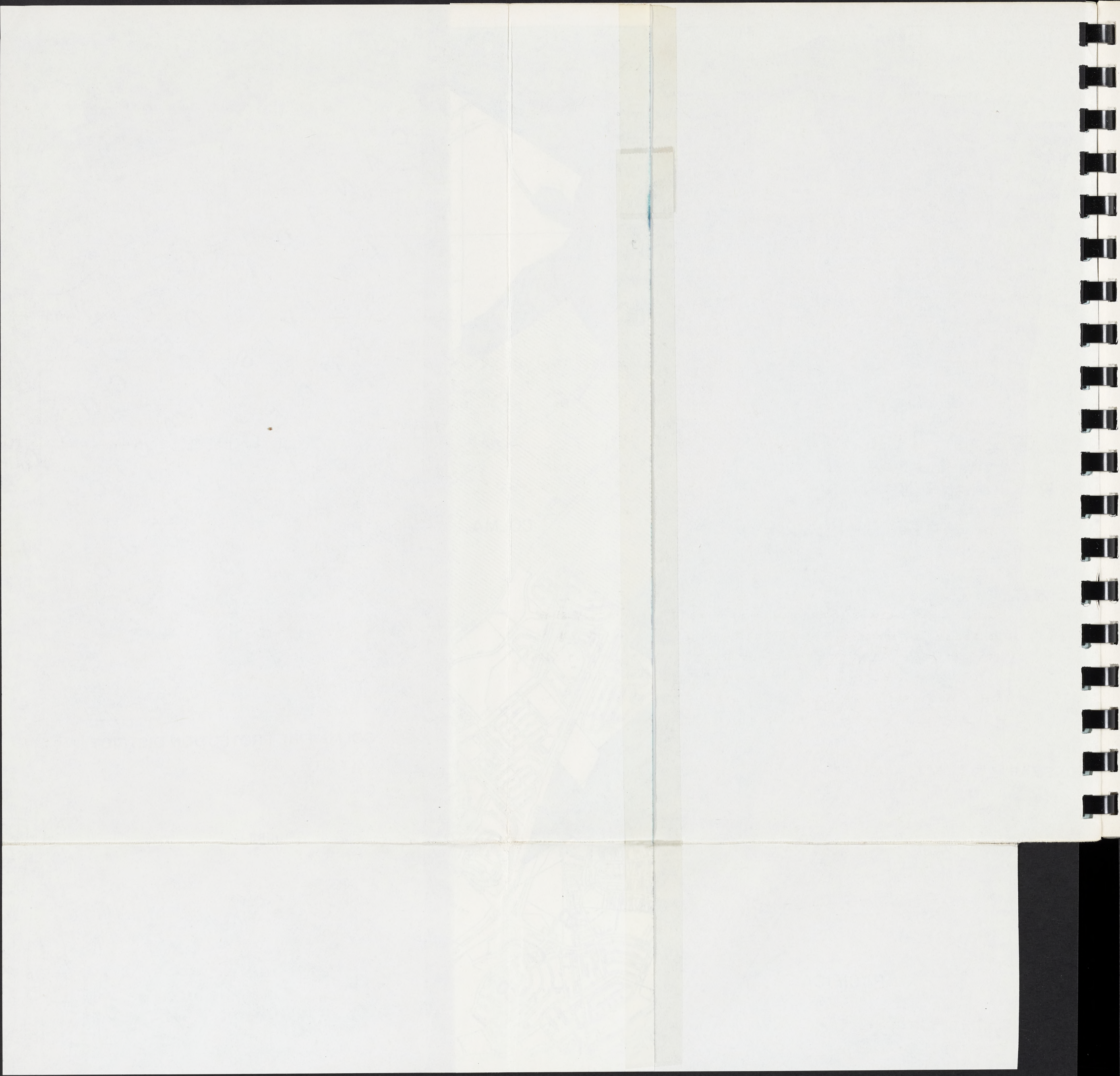
7. Recommendation

The staff recommends that the Commission assign a zero sphere of influence to the Colma Fire Protection District.



- COLMA FIRE PROTECTION DISTRICT
- DALY CITY
- COLMA

FIGURE 13
VI-34



D. BROADMOOR POLICE PROTECTION DISTRICT

1. Brief History and General Background

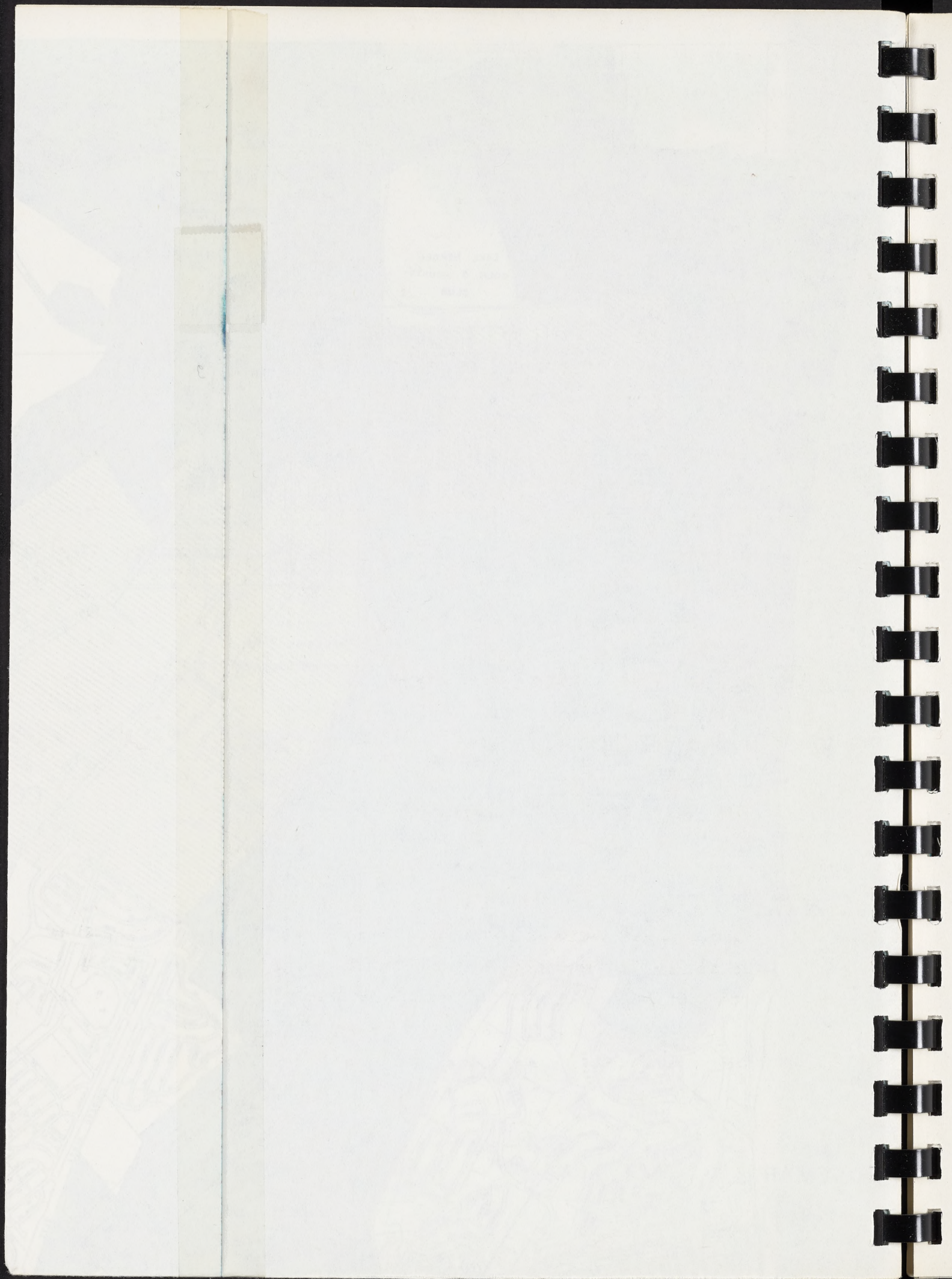
The Broadmoor Police Protection District was formed in June, 1948 by the San Mateo County Board of Supervisors. The District's office is located in Daly City at 388 88th Street. The District offers a limited range of police services in protecting and safeguarding the life and property within the District.

The functions of the District are specified in the State of California Health and Safety Code, Division 14, Chapter 1, Article 2, Section 20025.

The general area that the Police District presently serves is the Broadmoor and unincorporated Colma areas (refer to Figure 14).

The District was created after the construction of the Broadmoor subdivision in 1948. The District's boundaries at one time extended west down Skyline Boulevard from Fairlawn Avenue to Westmoor Avenue and extended across Westmoor to Junipero Serra Freeway. Parts of Abbey Homestead and the Castle Tract were also included in the eastern portion of the District from the Junipero Serra Freeway.

The State Legislature in 1959, as specified in Section 20007 of the Health and Safety Code, prohibited the formation of any additional police protection districts after October 1959, while enabling existing police protection districts to continue to function. As a result, many of the remaining police districts throughout the State gradually withered away until now the Broadmoor Police Protection District has the dubious distinction of being one of the few remaining police protection districts in the State of California.



D. BROADMOOR POLICE PROTECTION DISTRICT

1. Brief History and General Background

The Broadmoor Police Protection District was formed in June, 1948 by the San Mateo County Board of Supervisors. The District's office is located in Daly City at 388 88th Street. The District offers a limited range of police services in protecting and safeguarding the life and property within the District.

The functions of the District are specified in the State of California Health and Safety Code, Division 14, Chapter 1, Article 2, Section 20025.

The general area that the Police District presently serves is the Broadmoor and unincorporated Colma areas (refer to Figure 14).

The District was created after the construction of the Broadmoor subdivision in 1948. The District's boundaries at one time extended west down Skyline Boulevard from Fairlawn Avenue to Westmoor Avenue and extended across Westmoor to Junipero Serra Freeway. Parts of Abbey Homestead and the Castle Tract were also included in the eastern portion of the District from the Junipero Serra Freeway.

The State Legislature in 1959, as specified in Section 20007 of the Health and Safety Code, prohibited the formation of any additional police protection districts after October 1959, while enabling existing police protection districts to continue to function. As a result, many of the remaining police districts throughout the State gradually withered away until now the Broadmoor Police Protection District has the dubious distinction of being one of the few remaining police protection districts in the State of California.

In 1953, the present station facility was set up in a remodeled house on 88th Street. Between 1952 and 1970, the District in addition to providing police protection, operated an ambulance in the area. The District's contractual arrangement for services to Colma actually started back in the early fifties, with the Police District providing ambulance service to the Town of Colma.

As a result of an annexation in 1966, the Broadmoor Police District's station is now located within the Daly City city limits.

2. Services

The one-story house at 388 88th Street has served as police station headquarters since 1953. Presently, the District has three CHP Dodges, which are used by the District as patrol cars. One Buick is presently used as the police chief's car and an undercover car. All these cars are equipped with two-way, four-channel UHF mobile radios.

The station presently operates a communications center which the District converted to UHF this past fiscal year. The Colma Fire District contracts with the Police District for phone and radio service. The Police District presently receives \$300 per month for the provision of these services.

The Police District presently receives all calls on all types of services from the residents in the area on a twenty-four hour a day basis. Approximately two-fifths of the calls handled by the District in the past have come from the Town of Colma. The following table indicates the total number of calls received by the District from Broadmoor and the Town of Colma between 1972 and 1974.

	<u>1972</u>	<u>1973</u>	<u>1974</u>
Town of Colma	1541	2140	2674
Broadmoor	<u>3225</u>	<u>3347</u>	<u>3944</u>
Total	4766	5487	6618

The Town of Colma has contracted with the District since 1957 for the provision of police services to the Town. This contract terminated August 15, 1975, and the District has no plans to renegotiate the contract in the future. This contract has totalled \$48,000 over the past year.

The District also contracts with the City of Daly City for use of the new pre-arraignment detention facility (PDF). The County Sheriff's office pays the bills received by the District from Daly City for the provision of this service.

3. Organizational Structure

The Broadmoor Police Protection District presently employs the following six full-time policemen, two part-time patrolmen, and one clerk dispatcher:

<u>Classification</u>	<u>Number</u>
Chief of Police	1
Lieutenant of Police	1
Patrolmen	4
Clerk/Dispatcher	<u>1</u>
Total	7
Patrolmen, Part-time	2

The employee benefits offered by the District to its employees include three weeks vacation after ten years of service, one day per month sick leave, retirement (private carrier) and health (Kaiser, Plan B), paid by the District, and a uniform allowance of \$150 per year.

4. Finances

The total revenue and expense information for the District is shown on Table 24. Total operating costs for the District have increased 39 percent between 1970/71 and 1974/75, while the total assessed valuation for the District has increased only 14 percent during the same time period. The District experienced a significant drop of 12 percent (approximately \$2 million) in total assessed valuation between 1973/74 and 1974/75. This 12 percent decrease in total assessed valuation included a 16 percent drop in the secured roll. Total assessed valuation for the District in 1974/75 was \$15,276,814, and it has dropped over 1 percent to \$15,057,664 in 1975/76. The percentage decrease in the tax rate of the District between the same time period was less than 1 percent. Per capita operating expenditures for the District have increased 31 percent between fiscal year 1971 and 1975, with approximately one-half of this increase occurring over the last fiscal year.

The estimated budget for the District for next year, 1975/76, is \$179,900. The District will have to dip into its reserves for the first time in 1975/76 to continue the operation of the District. A reserve had been built up by the District since 1971/72, when the amount of money permitted to be raised by the District for operations was raised from three-quarters of 1 percent to 1 percent of the assessed value of the taxable property in the District in 1971/72. This percentage limitation was reduced the following year to three-quarters of 1 percent, where it remains today, as specified in Section 20111 of the Health and Safety Code.

TABLE 24

BROADMOOR POLICE PROTECTION DISTRICT

REVENUES

	<u>1970/71</u>	<u>1971/72</u>	<u>1972/73</u>	<u>1973/74</u>	<u>1974/75</u>
Property Tax - Current Secured	\$ 93,867	\$141,994	\$112,725	\$108,306	\$ 91,534
Property Tax - Current Unsecured	1,538	3,780	5,259	5,146	5,005
Property Tax - Prior Secured	1,393	1,643	2,449	1,422	1.844
Property Tax - Prior Unsecured	32	28	110	63	-
H.O.P.T.Reduction	5,957	8,290	6,431	16,719	16,849
B.I.P.T.Reduction	1,129	1,667	1,955	3,119	3,994
Cancelled OTL Warr.	40				
Other	14,240	34,300	38,467	39,795	54,577
Total	118,196	191,702	167,396	174,570	173,803
FICA Trust	4,448	4,086	4,930	5,610	6,984
Total	122,644	195,788	172,326	180,180	180,787
Tax Rate	.7836	1.0486	.8110	.7749	.7796

Source: San Mateo County Controller's Office

EXPENSES

	<u>1970/71</u>	<u>1971/72</u>	<u>1972/73</u>	<u>1973/74</u>	<u>1974/75</u>
Salaries & Wages	\$ 84,843	\$ 85,947	\$ 92,790	\$100,325	\$110,848
Employee Benefits	16,610	17,202	16,906	20,586	20,748
Services & Supplies	17,894	23,032	23,161	21,999	34,343
Total Operating Costs	119,347	126,181	132,857	142,910	165,939
Fixed Assets	-	4,461	3,790	6,490	18,787
Total Expenses	119,347	130,642	136,647	149,400	184,726
Per Capita Operating Costs	16.23	16.82	17.57	18.63	21.34

Source: San Mateo County, Final Budget 1972/73, 1973/74, 1974/75

The loss of the contract with Colma for \$48,000, and the drop in the total assessed valuation of the District between 1973/74 and 1974/75, has precipitated the present fiscal crisis for the District.

Based on the 1975/76 assessed valuation figures, the 1975/76 requested budget for the District will exceed total revenues raised through taxes, contract monies, and reimbursements from the State by approximately \$59,000. The Fund balance as of June 30, 1975 for the District is \$114,209, so that the deficit to be incurred for next year by the District operations will be applied to this balance, leaving a net fund balance for future District operations approximating \$55,000. With the probability of the District's assessed valuation decreasing even more in the future, along with this diminished fund balance, future District operations are in jeopardy at the current statutory funding limit. After the fiscal year 1976/77*, the statutory taxing limit would have to be raised approximately 50 percent to offset expected operating deficits.

5. Political Participation

The Broadmoor Police Protection District's Board of Police Commissioners is composed of three elected members holding four-year terms. The Board meets monthly and receives no compensation. The members of the present Board are as follows:

John F. McCloskey, Jr.
680 MacArthur Drive
Colma, California

Commenced Term: November 28, 1969

* Assuming no changes occur from the 1975/76 budget and total assessed valuation figures.

J. Wayne Johnson *
1030 Gillman Drive
Colma, California

Commenced Term: November 28, 1975

Peter McMillan *
855 Beachwood Drive
Colma, California

Commenced Term: November 28, 1975

*Preliminary election results as of
November 5, 1975

J. Wayne Johnson
1030 Gilman Drive
Colma, California

Commenced Term: November 28, 1975

Robert Williams
855 Beachwood Drive
Colma, California

Commenced Term: November 28, 1975

Commenced Term: November 28, 1975

Commenced Term: November 28, 1975

Commenced Term: November 28, 1975

Commenced Term: November 28, 1975

Commenced Term: November 28, 1975

Commenced Term: November 28, 1975

Commenced Term: November 28, 1975

Commenced Term: November 28, 1975

Commenced Term: November 28, 1975

Commenced Term: November 28, 1975

Commenced Term: November 28, 1975

Commenced Term: November 28, 1975

Commenced Term: November 28, 1975

Commenced Term: November 28, 1975

Commenced Term: November 28, 1975

Commenced Term: November 28, 1975

Commenced Term: November 28, 1975

Commenced Term: November 28, 1975

Commenced Term: November 28, 1975

Commenced Term: November 28, 1975

Commenced Term: November 28, 1975

Commenced Term: November 28, 1975

Commenced Term: November 28, 1975

Commenced Term: November 28, 1975

Commenced Term: November 28, 1975

Commenced Term: November 28, 1975

Commenced Term: November 28, 1975

Commenced Term: November 28, 1975

Commenced Term: November 28, 1975

Commenced Term: November 28, 1975

Commenced Term: November 28, 1975

Commenced Term: November 28, 1975

Commenced Term: November 28, 1975

Commenced Term: November 28, 1975

Commenced Term: November 28, 1975

Commenced Term: November 28, 1975

Commenced Term: November 28, 1975

Commenced Term: November 28, 1975

Commenced Term: November 28, 1975

6. Analysis

As stated, the Broadmoor Police Protection District is a small, independent single-purpose district which is one of the few remaining police protection districts in the State.

The lease on life given to the District in 1971 has enabled it to limp fiscally through the last several years. Revenues accumulated the one year--1971/72--during which the statutory tax limit was raised, have been depleted to a point where the District faces the task of offsetting a projected 1977/78 deficit of \$59,000 with no monies remaining in the accumulated reserve account. In order to offset this anticipated deficit, the statutory tax limit of three-quarters of one percent of total assessed valuation would have to be raised 50 percent, which would require special state legislation.

Again, as stated in Section V-A, Daly City has stated that police service could be provided to this area at little additional cost to the City. The rough cost/revenue analysis shown on page V-33 indicates that the revenues to Daly City, with the annexation of the subject unincorporated areas, would exceed the associated costs (police cost included) of urban services provided by the City. In this before mentioned revenue/cost analysis, full absorption of the District's costs was assumed, which is very pessimistic. It is expected that the incremental cost to the City would be slight in the long run as a result of normal attrition in the Daly City police department and the consolidated use of the Broadmoor personnel.

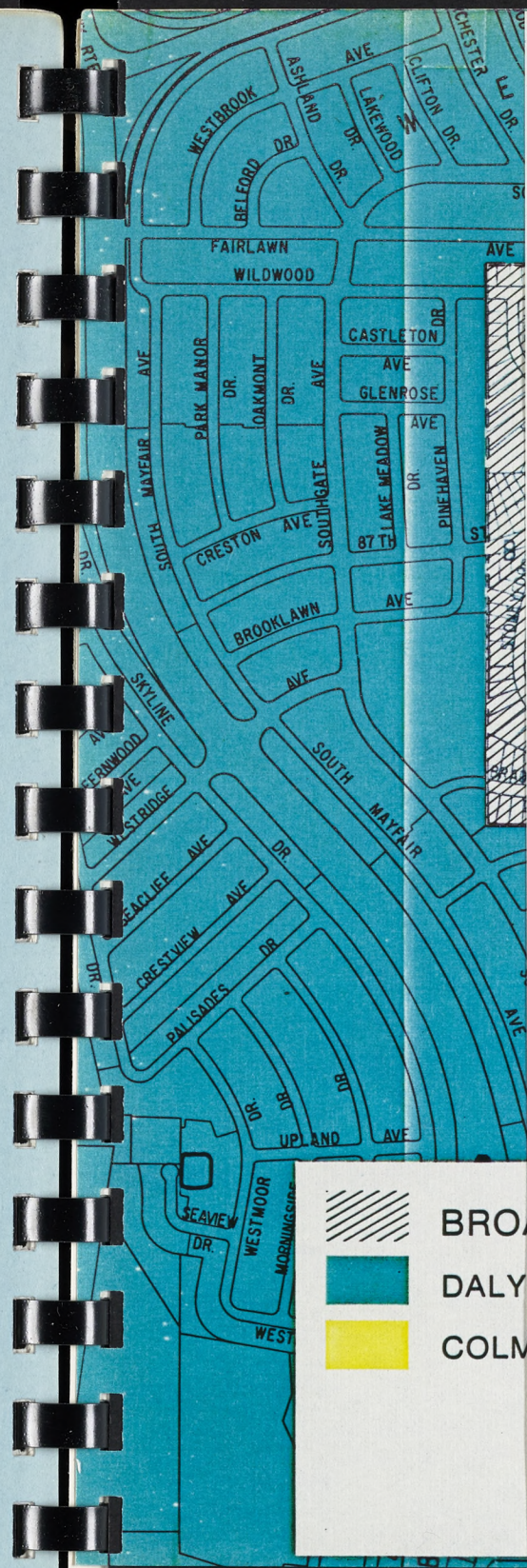
Daly City has had discussions with the District and has indicated that the present District force would be retained by the City upon annexation. Due to proximity of the

primary unincorporated area to the Daly City Civic Center and police station, the routing of patrolmen through this area, which unavoidably exists now in some unincorporated sections, would be no problem. Again, Daly City with its full service police department is the logical provider of police protection to the area within this District. In light of the present fiscal crisis of the District, any protraction of the District would be shortsighted and make-shift.

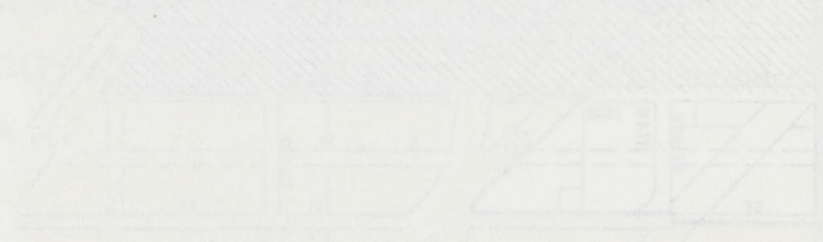
Applying the same before-stated Commission rationale that urban areas requiring a full range of urban services, such as this primary unincorporated area, should be served by a single general purpose government rather than overlapping single-purpose districts, a zero sphere of influence should be assigned to the Broadmoor Police Protection District.

7. Recommendation

The staff recommends that the Commission assign a zero sphere of influence to the Broadmoor Police Protection District.



/// BRO
DALY
COLM

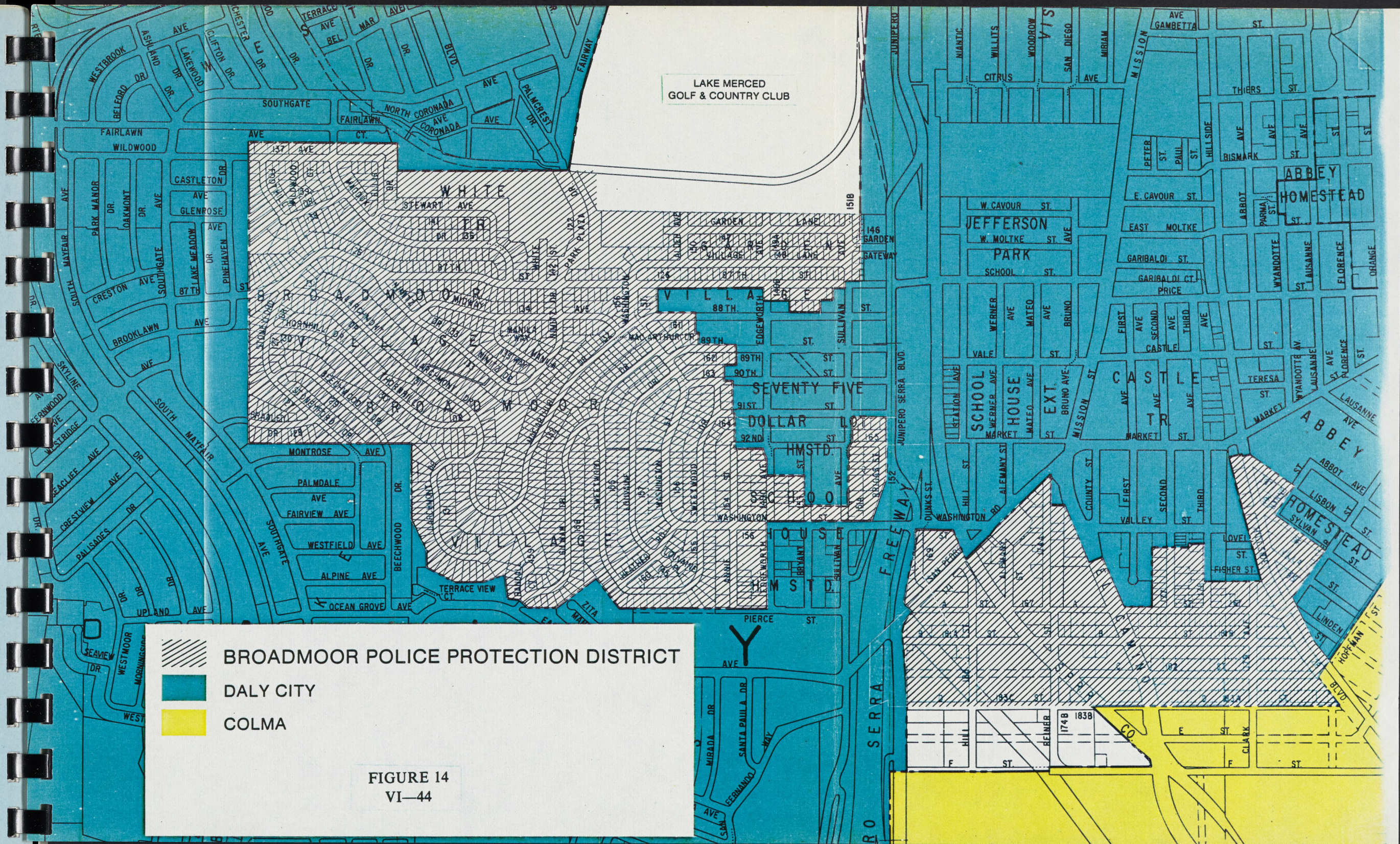


primary unincorporated area to the Daly City Civic Center and police station, the routing of patrolmen through this area, which unavoidably exists now in some unincorporated sections, would be no problem. Again, Daly City with its full service police department is the logical provider of police protection to the area within this District. In light of the present fiscal crisis of the District, any protraction of the District would be shortsighted and make-shift.

Applying the same before-stated Commission rationale that urban areas requiring a full range of urban services, such as this primary unincorporated area, should be served by a single general purpose government rather than overlapping single-purpose districts, a zero sphere of influence should be assigned to the Broadmoor Police Protection District.

7. Recommendation

The staff recommends that the Commission assign a zero sphere of influence to the Broadmoor Police Protection District.



LAKE MERCED
GOLF & COUNTRY CLUB

BROADMOOR POLICE PROTECTION DISTRICT

DALY CITY

COLMA

FIGURE 14

VI-44



E. DIMOND PUBLIC UTILITY DISTRICT

1. Brief History and General Background

The Dimond Public Utility District was formed in May 1925 by the San Mateo County Board of Supervisors. The District office is located at 127 Acacia Street in Daly City. The District presently provides water service to the residents of the Bayshore neighborhood of Daly City.

The powers of the District are specified in the State of California Public Utilities Code, Section 15501, et seq. The District boundaries fall totally within the corporate limits of Daly City and comprise approximately 335 acres. (Refer to Figure 15.) The Bayshore neighborhood was annexed to Daly City in July, 1963.

Until August 1972, some territory within the City of Brisbane was included with the District's boundary. A proposed attempt to merge the District with the City of Daly City was voted down by the electorate in November, 1973.

2. Services and Organizational Structure

The Dimond Public Utility District in servicing the water needs of the Bayshore neighborhood in Daly City obtains its water for resale from the City and County of San Francisco. In addition to a contractual agreement with San Francisco for water, the District has a service contract with the County of San Mateo for Midway Village.

The average demand for water service presently, as estimated by District records, is approximately 127 million gallons per year. The District anticipates no additional increase in services in the future.

In 1970, the Insurance Service Office tested the fire hydrants within the District for capacity and water flow and

SHADMOOR POLICE PROTECTION DISTRICT

CITY

AREA

FIGURE 14

14-1

E. DIMOND PUBLIC UTILITY DISTRICT

1. Brief History and General Background

The Dimond Public Utility District was formed in May 1925 by the San Mateo County Board of Supervisors. The District office is located at 127 Acacia Street in Daly City. The District presently provides water service to the residents of the Bayshore neighborhood of Daly City.

The powers of the District are specified in the State of California Public Utilities Code, Section 15501, et seq. The District boundaries fall totally within the corporate limits of Daly City and comprise approximately 335 acres. (Refer to Figure 15.) The Bayshore neighborhood was annexed to Daly City in July, 1963.

Until August 1972, some territory within the City of Brisbane was included with the District's boundary. A proposed attempt to merge the District with the City of Daly City was voted down by the electorate in November, 1973.

2. Services and Organizational Structure

The Dimond Public Utility District in servicing the water needs of the Bayshore neighborhood in Daly City obtains its water for resale from the City and County of San Francisco. In addition to a contractual agreement with San Francisco for water, the District has a service contract with the County of San Mateo for Midway Village.

The average demand for water service presently, as estimated by District records, is approximately 127 million gallons per year. The District anticipates no additional increase in services in the future.

In 1970, the Insurance Service Office tested the fire hydrants within the District for capacity and water flow and

found these selected hydrants within the Bayshore system to be below the flow capacity required by I.S.O. This lack of capacity may necessitate higher fire insurance rates for the entire area. At the locations tested, the flow capacity was significantly limited by supply connections.

The District has no significant amount of equipment at this time, and there are no plans in the future for the acquisition of any new equipment.

The District presently employs an office clerk, a part-time maintenance engineer, and an advisor to the Board. The full-time employee for the District receives, as employee benefits, two weeks vacation and ten days holiday.

4. Finances

The total revenue and expense information for the District is shown on Table 25. Total operating expenses for the District increased 10 percent between 1970/71 and 1974/75, while total revenues to the District increased only six percent during this same time period. Contributing to the small increase in revenues to the District has been the higher cost of water purchased from the City and County of San Francisco. All indications are that this purchased water in the future will be even more expensive.

The District, in spending more money than it took in during 1973/74, was faced with some hard fiscal decisions during 1974/75. In order to realize some economies and reverse the prior year's situation, system maintenance and repairs, legal expenses, and building maintenance were cut back sharply this past fiscal year.

The District has no tax rate, so that almost all its revenues (92 percent in 1974/75) were generated by metered

TABLE 25

DIMOND PUBLIC UTILITY DISTRICT

	<u>REVENUES</u>				
	<u>1970/71</u>	<u>1971/72</u>	<u>1972/73</u>	<u>1973/74</u>	<u>1974/75</u>
Metered Sales and Standby Charges	\$59,641	\$59,934	\$58,671	\$62,949	\$ 65,094
Less: Cost of Water Purchased	36,864	36,307	35,989	38,770	39,995
Net Income from Water Sales	22,777	23,627	22,682	24,179	25,099
Rental from Fire Hydrants	649	673	673	673	673
Meter Installations	359	-	1,313	-	-
Other	1,890	1,028	955	56	1,394
Total Revenues	\$25,675	\$25,328	\$25,623	\$24,908	\$ 27,166
	<u>EXPENSES</u>				
	<u>1970/71</u>	<u>1971/72</u>	<u>1972/73</u>	<u>1973/74</u>	<u>1974/75</u>
Salaries and Wages	\$ 9,594	\$ 9,540	\$ 9,887	\$ 9,547	\$ 10,083
Services and Supplies	6,689	7,697	9,345	10,197	8,062
Other Expenses	208	195	478	780	25
Total Operating Expenses	16,491	17,432	19,710	20,524	18,170
Depreciation	5,696	5,670	5,787	5,787	5,783
Total Expenses	\$22,187	\$23,102	\$25,497	\$26,311	\$ 23,953
Per Capita Operating Expenditures	4.02	4.27	4.85	5.08	4.52

Source: Harold T. Hoertkorn, CPA, Dimond Public Utility District, Financial Statements June 30, 1971, 1972, 1973, 1974, 1975

sales and standby charges. The District presently charges \$0.45 per 100 cubic feet of water used by its customers.

4. Political Participation

The Dimond Public Utility District Board is composed of three elected members holding four-year terms. The Board meets monthly and the president receives \$40 per month, with the other two members receiving \$35 per month. The members of the present Board are as follows:

McMalone Counts, President
20 MacDonald Avenue
Daly City, California

Commenced Term: August 1962

Swante Johnson
178 Acacia Street
Daly City, California

Commenced Term: November 1972

Chester O. Spraten
409 Acacia Street
Daly City, California

Commenced Term: November 1973

5. Analysis

The Dimond Public Utility District is a small, independent single-purpose special district totally within the limits of Daly City. Daly City, as discussed in Section V-A of this report, has its own water department which provides water service to the rest of the City. As shown throughout this report, there are various providers supplying water service to the North County area. There is unjustified need for such a multiplicity of water providers in this general area. Certainly, the Dimond Public Utility District unnecessarily fractures the system of water service within Daly City. Having a separate independent, small single-purpose district board making decisions for this neighborhood of Daly City makes no sense at all. All decisions for this neighborhood should be completed in a unified way by one governing body--the City Council of Daly City.

Daly City has maintained for years that the City could absorb the operation of this District into the City's present water operation with absolutely no difficulty. The I.S.O. tests performed within the District in 1970 point to some water supply deficiencies that may require upgrading in the future. How extensive this upgrading could be and what monies the City would have to expend to correct this situation is presently unknown. It is probable that Daly City, with its fiscal and operational resources, could correct any existing deficiencies more expeditiously than the District.

The 1974/75 operating expenditures of the District represented slightly more than 1 percent of the operating expenditures of the Daly City water department during the same fiscal year. Daly City has indicated there would be no incremental cost to the City with the assumption of District operations.

Existing personnel of the District could be retained by the City through normal attrition within the water department. Since the employee benefits offered by the District are extremely limited, District personnel retained by Daly City would enjoy a more comprehensive employee benefit package under the City.

The District during 1973/74 had to draw upon existing reserves to offset deficit spending. Expenditures exceeded revenues by \$1,403 in 1973/74. Sharp cutbacks made in essential services were necessitated to reverse this situation. But how long will the District be able to cut back continually on items such as maintenance and legal expenses? Fiscal instability will continue in the future if no new additional charges are imposed by the District given the expected increase in the District's cost of water purchased from San Francisco. As shown in the Daly City analysis section, the present monthly cost for a representative water residential service (1440 cubic feet usage including a service charge on a 5/8-inch meter) is slightly more for the District (\$0.06) as compared to Daly City.

Consistent with the Commission's stated policy of eliminating or consolidating small, single-purpose districts while having a general purpose government provide the necessary range of urban services, a zero sphere of influence should be assigned to the Dimond Public Utility District.

6. Recommendation

The staff recommends that a zero sphere of influence be assigned to the Dimond Public Utility District.

DIAM
DALY
BRISB



CITY AND C

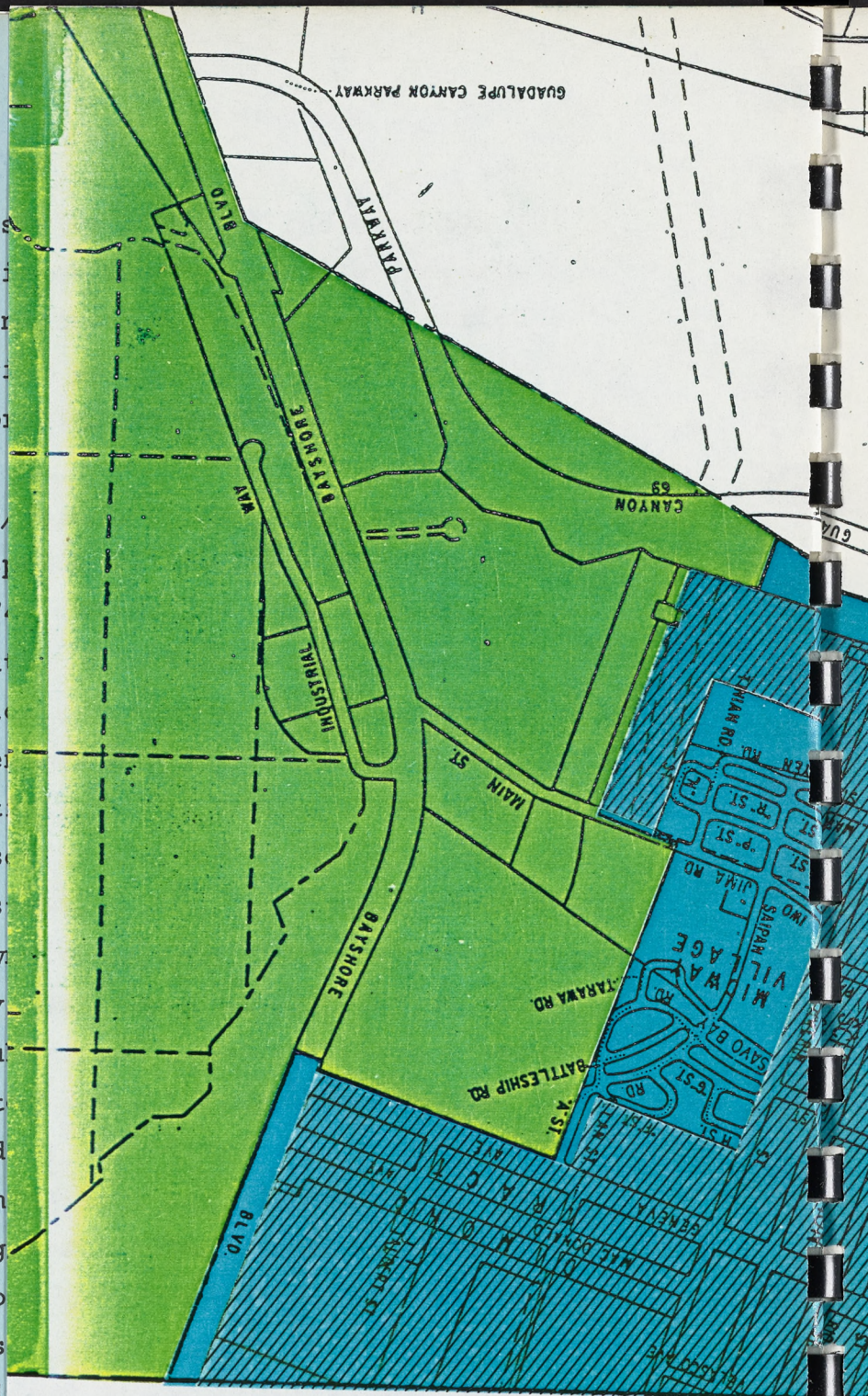
Existing personnel of the District would be maintained through the City through normal attrition. Since the employee benefits are extremely limited, District would enjoy a more complete package under the City.

The District during 1973, reserves to offset deficit services by revenues by \$1,403 in 1973/74. But how long will the District maintain services on items such as maintenance. Fiscal instability will continue if additional charges are imposed. An expected increase in the District from San Francisco. As shown in section, the present monthly residential service (1440 cubic feet) charge on a 5/8-inch meter in the District (\$0.06) as compared to the City (\$0.08).

Consistent with the Commission's recommendation of eliminating or consolidating services while having a general purpose range of urban services should be assigned to the District.

6. Recommendation

The staff recommends that a zero sphere of influence be assigned to the Dimond Public Utility District.





quested through a petition signed by 20 people or by direct action by the Board of Supervisors. There are approximately 328 lights within the Colma Lighting District.

The administrative services for the District are handled by the County Engineer's office with assistance from the District Attorney and the Controller.

12-31
EIGHTS R.

ENTRANCE

ENTRANCE

ENTRANCE

COUNTY OF SAN FRANCISCO

F. COLMA HIGHWAY LIGHTING DISTRICT

1. Brief History and General Background

The Colma Highway Lighting District was formed in September 1909 by the San Mateo County Board of Supervisors to provide for highway lighting in the North County area. The San Mateo County Board of Supervisors is the governing body of this District. The enabling legislation for the District is the State of California Streets and Highway Code, Section 19000 et seq.

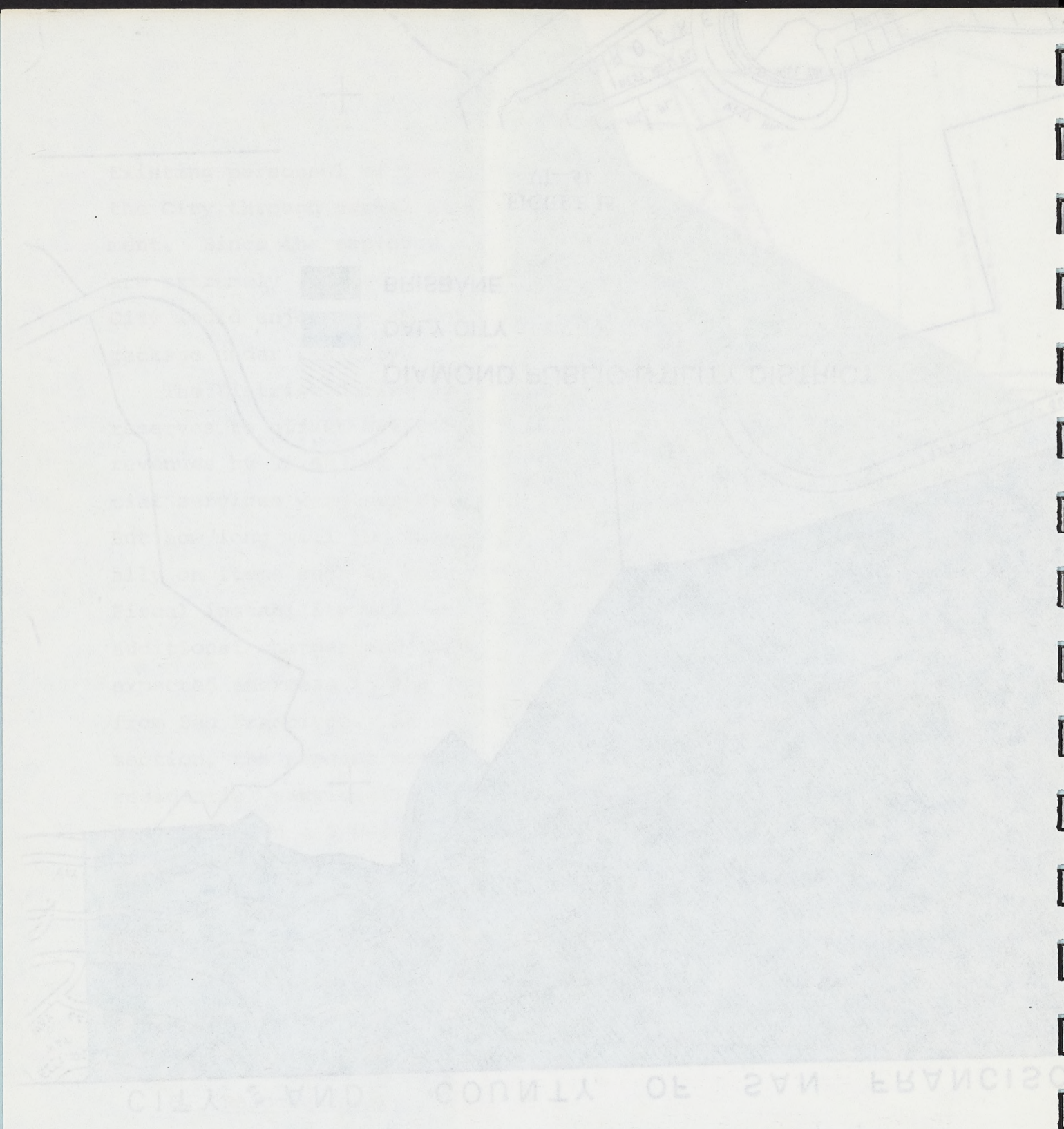
The general boundaries of the District include the Town of Colma, Broadmoor, unincorporated Colma, the three subject golf courses, and a western portion of San Bruno Mountain, as shown in Figure 16. Through an agreement with the Pacific Gas and Electric Company, the District provides highway lighting to this area. The agreement with P.G. & E. is on a continuing contractual basis, with the last contract being drawn up in 1957.

2. Services and Organizational Structure

The Colma Highway Lighting District in providing highway lighting in this area purchases energy from the Pacific Gas and Electric Company. Approximately 93 percent of the light frames are owned by P.G. & E., so the County incurs a relatively insignificant expense for maintaining the light frames that they do own.

The County has no plans to put in any new lighting frames in the future. Presently a new light frame can only be requested through a petition signed by 20 people or by direct action by the Board of Supervisors. There are approximately 328 lights within the Colma Lighting District.

The administrative services for the District are handled by the County Engineer's office with assistance from the District Attorney and the Controller.



The staff recommends that a zero sphere of influence be assigned to the Dimond Public Utility District.

F. COLMA HIGHWAY LIGHTING DISTRICT

1. Brief History and General Background

The Colma Highway Lighting District was formed in September 1909 by the San Mateo County Board of Supervisors to provide for highway lighting in the North County area. The San Mateo County Board of Supervisors is the governing body of this District. The enabling legislation for the District is the State of California Streets and Highway Code, Section 19000 et seq.

The general boundaries of the District include the Town of Colma, Broadmoor, unincorporated Colma, the three subject golf courses, and a western portion of San Bruno Mountain, as shown in Figure 16. Through an agreement with the Pacific Gas and Electric Company, the District provides highway lighting to this area. The agreement with P.G. & E. is on a continuing contractual basis, with the last contract being drawn up in 1957.

2. Services and Organizational Structure

The Colma Highway Lighting District in providing highway lighting in this area purchases energy from the Pacific Gas and Electric Company. Approximately 93 percent of the light frames are owned by P.G. & E., so the County incurs a relatively insignificant expense for maintaining the light frames that they do own.

The County has no plans to put in any new lighting frames in the future. Presently a new light frame can only be requested through a petition signed by 20 people or by direct action by the Board of Supervisors. There are approximately 328 lights within the Colma Lighting District.

The administrative services for the District are handled by the County Engineer's office with assistance from the District Attorney and the Controller.

3. Finances

The total revenue and expense data for the District is shown on Table 26. Total expenses for the District have increased 7 percent between 1970/71 and 1974/75, while the total assessed valuation for the District has increased 28 percent. As shown in the expenditures table, there was a significant increase of 23 percent in utility expenditures (energy) between 1973/74 and 1974/75. This is obviously a result of the increase in energy related costs experienced generally, and it can be assumed that costs for energy will continue upwards in the future.

The tax rate of the Colma Highway Lighting District has fluctuated up and down over the past five years, with the 1974/75 tax rate (\$0.0824) a few cents lower than the 1970/71 rate (\$0.0828). The tax rate has increased to \$0.0870, and the total assessed valuation to \$23,959,057 for fiscal year 1975/76. The District is under its maximum allowable tax rate of \$0.1107 for 1975/76.

4. Political Participation

Since the Colma Highway Lighting District is a dependent special district, the governing board is the San Mateo County Board of Supervisors.

TABLE 26
COLMA HIGHWAY LIGHTING DISTRICT

	<u>REVENUES</u>				
	<u>1970/71</u>	<u>1971/72</u>	<u>1972/73</u>	<u>1973/74</u>	<u>1974/75</u>
Property Tax - Current Secured	\$13,607	\$12,970	\$17,120	\$11,851	\$14,975
Property Tax - Current Unsecured	592	1,068	970	1,706	1,311
Property Tax - Prior Secured	157	199	161	275	247
Property Tax - Prior Unsecured	4	5	35	17	-
H.O.P.T. Reduction	649	563	709	1,458	1,819
B.I.P.T. Reduction	205	231	302	590	707
Other	1,130	776	4	-	-
Total	\$16,344	\$15,812	\$19,301	\$15,897	\$19,059
Tax Rate	.0828	.0689	.0872	.0656	.0824

Source: San Mateo County Controllers Office.

	<u>EXPENDITURES</u>				
	<u>1970/71</u>	<u>1971/72</u>	<u>1972/73</u>	<u>1973/74</u>	<u>1974/75</u>
Services & Supplies	-	-	-	-	-
Professional & Specialized	-	633	137	87	41
Utilities	-	15,892	16,453	13,945	17,086
Special Dept. Expense	17,247	-	-	-	1,407
Other	-	-	-	-	-
Total Expenses	17,247	16,525	16,590	14,032	18,534
Per Capita Expenditures	2.16	2.07	2.05	1.71	2.23

Source: San Mateo County, Final Budget 1972/73 - County of San Mateo
1974/75 and San Mateo County Engineer's Office

5. Analysis

The Colma Highway Lighting District was formed sixty-six years ago by the County Board of Supervisors before the incorporation of Daly City. As Daly City has grown over the years, the District, as other special districts in the area, has diminished and become fractured with the City assuming responsibility for lighting services in the area. Since the primary and secondary subject unincorporated areas are in this District, any future annexations by Daly City would result in detachments from the District. Daly City staff has stated that it would be no problem for the City to assume the lighting services for the subject unincorporated areas. A leasing arrangement for existing and additional lighting frames probably would be utilized by Daly City. Estimated cost to Daly City for placing additional lighting frames in the unincorporated Colma area on a leased basis is approximately \$10,000 per year.

The remaining unincorporated area within the District is located on the western side of San Bruno Mountain. A portion of this area includes the recent Blossom Valley annexation to Daly City which will be detached from the district in the near future.

The Town of Colma is almost entirely within this special District, and it presently leases most of the lighting frames within the Town from P.G. & E. Some of the newer lighting frames within the Serra Center are owned by the Town. The Town Engineer has stated that no plans have been discussed by the Town to provide lighting services. With the Town of Colma moving in a more independent direction, as discussed in Section V-B, the Town should at some point in the near

future relieve its residents of the present lighting district tax rate of \$0.0870 and provide funds from the Town's General Fund for lighting services in the area.

Since Highway Lighting Districts do not come under the jurisdiction of the Formation Commission, the sphere of influence determination made by the Commission will be advisory to the San Mateo County Board of Supervisors.

6. Recommendation

The staff recommends that the Colma Highway Lighting District be assigned a zero sphere of influence.

GATE

ROCK

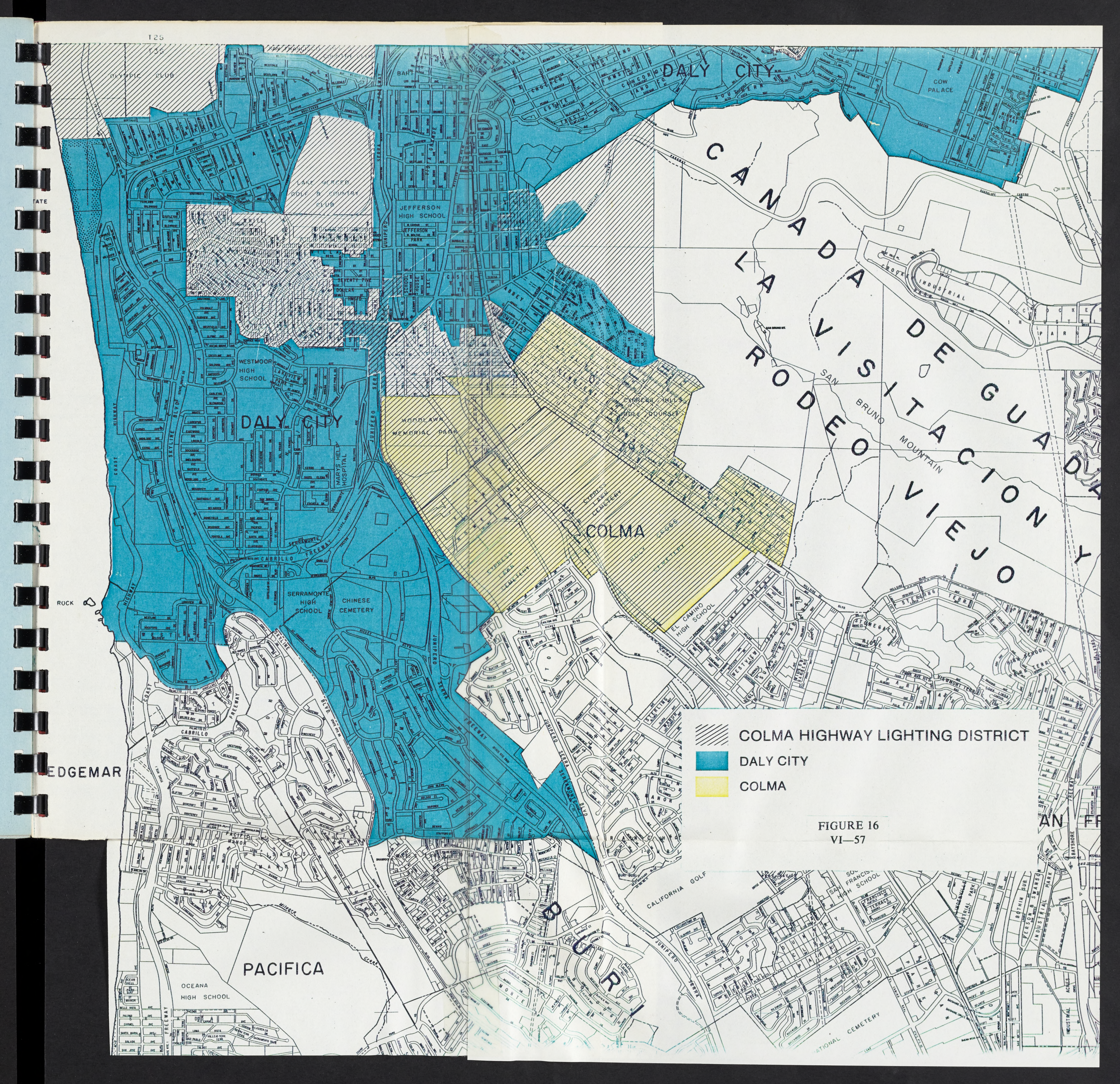
EDGEMA

future relieve its residents of the present lighting district tax rate of \$0.0870 and provide funds from the Town's General Fund for lighting services in the area.

Since Highway Lighting Districts do not come under the jurisdiction of the Formation Commission, the sphere of influence determination made by the Commission will be advisory to the San Mateo County Board of Supervisors.

6. Recommendation

The staff recommends that the Colma Highway Lighting District be assigned a zero sphere of influence.

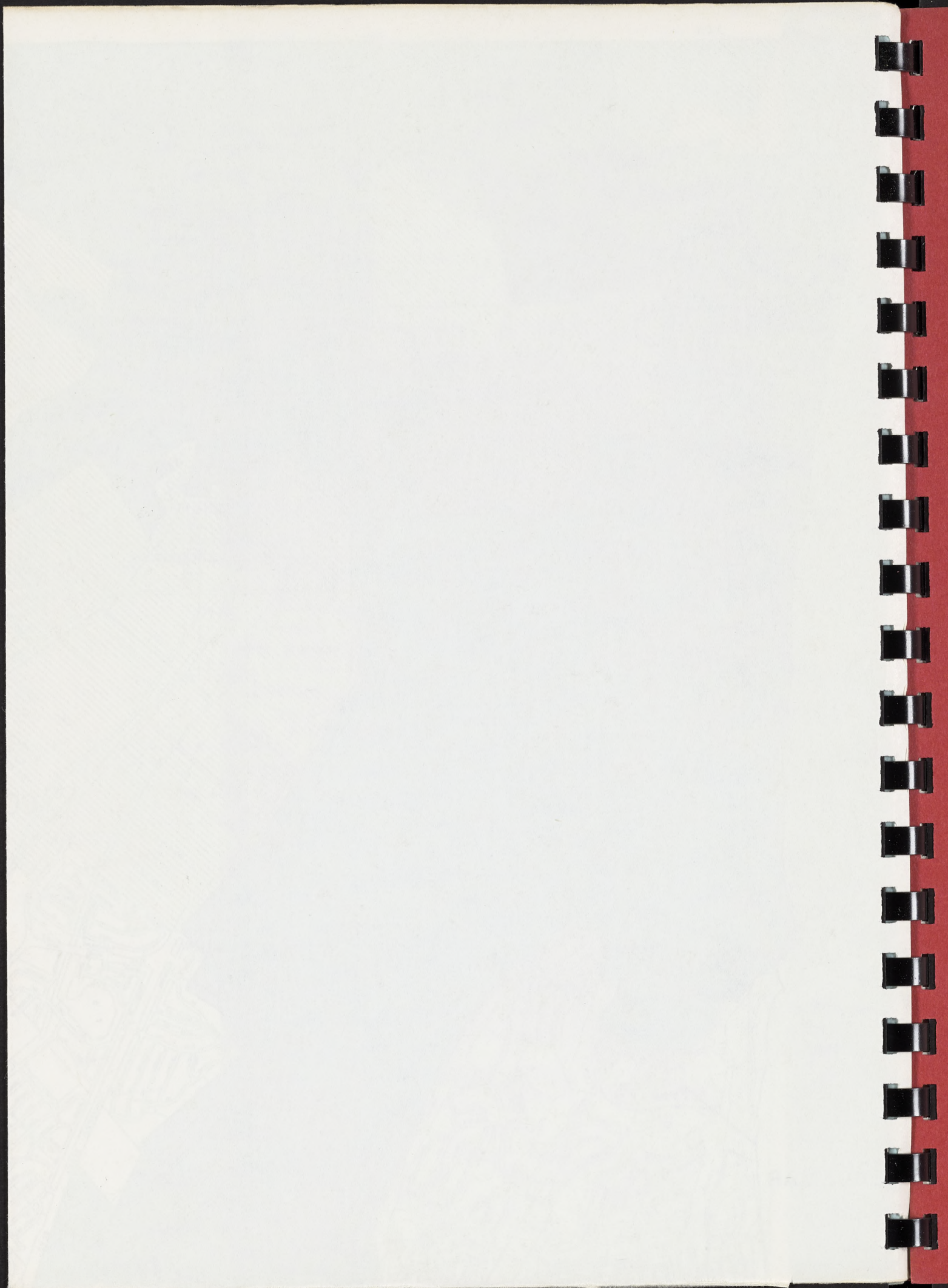


- COLMA HIGHWAY LIGHTING DISTRICT
- DALY CITY
- COLMA

FIGURE 16
VI-57



NOTES



NOTES



NOTES

1. City of Daly City, Redevelopment Agency, Preliminary Plan - Commercial Revitalization, adopted October 3, 1974.
2. Regional Planning Committee, The Physical Setting of San Mateo County, May, 1968, p.24.
3. Ibid, p. 33.
4. U. S. Geologic Survey and H.U.D., "Preliminary Geologic Map of San Mateo County, California" by S. E. Brabb, et al. U.S.G.S. Map MF-328, Basic Data Contribution 41, 1972.
5. San Mateo County, City-County Planning Task Force, Seismic and Safety Elements of the General Plan, Volume I, July, 1975, pp. 32, 33.
6. Resources Engineering and Management, North San Mateo County Sanitation District Project Report for Wastewater Treatment and Reclamation Project, February, 1974, pp. 3-5.
7. Kirker-Chapman and Associates, Daly City Ground Water Investigation for the City of Daly City, April, 1972, p. 107.
8. Leeds, Hill and Jewett, Inc., Report on Phase I, Comprehensive Water Resources Management Plan, San Mateo County, California, January 27, 1975, p.9
9. Kirker-Chapman, op. cit., p. 104.
10. URS Research Company, Draft Environmental Impact Report, Application for a General Plan Amendment: Crocker Hills, January, 1975.
11. City of Daly City, Planning Department, Minority and Poverty Characteristics, September, 1974, p.7.
12. URS Research Company, Draft Environmental Impact Report, Application for Zoning Revision for Reservoir Hill, November, 1974.

13. Daly City Citizens Advisory Housing Committee, Report and Recommendations, February, 1973.
14. City of Daly City, Office of Planning, Population - Housing, 1970 Census Data, July, 1972, pp. 13 - 14a.
15. Ibid, p. 15 - 16a.
16. David Gehard, et al., A Guide to Architecture in San Francisco and Northern California, Peregrine Smith, Inc., Santa Barbara and Salt Lake City, 1973, p. 106.
17. City of Daly City, Department of Public Works, Water Division, 1975 Water Rate Study, 1975, p.4.
18. Gage-Babcock and Associates, Inc., Report on Fire Protection Study for San Mateo County, January, 1975, p. VI-14.
19. Ibid, p. VII-2.
20. Daly City Progress, "Daly City Aids 'Island'", October 8, 1975.
21. Resources Engineering and Management, Sewer Service Area Tributary to the San Francisco System, 1973
22. A. D. Little, Inc. Municipal Services Study, Report to City of San Carlos, City of Belmont, County of San Mateo LAFCo, November, 1973.

**APPENDIX A: GENERAL POLICIES AND
CRITERIA FOR THE DEVELOPMENT
AND DETERMINATION OF SPHERES
OF INFLUENCE**



GENERAL POLICIES AND CRITERIA FOR THE
DEVELOPMENT AND DETERMINATION OF
SPHERES OF INFLUENCE

ADOPTED

September 18, 1974

REVISED

June 18, 1975

San Mateo Local Agency Formation Commission

I
AUTHORITY

1. The Knox-Nisbet Act (Government Code, Section 54774) includes the following: "Among the purposes of a local agency formation commission are the discouragement of urban sprawl and the encouragement of the orderly formation and development of local governmental agencies based upon local conditions and circumstances. One of the objects of the local agency formation commission is to make studies and to obtain and furnish information which will contribute to the logical and reasonable development of local governmental agencies so as to advantageously provide for the present and future needs of each county and its communities." ...
2. "In order to carry out its purposes and responsibilities for planning and shaping the logical and orderly development and coordination of local governmental agencies so as to advantageously provide for the present and future needs of the county and its communities, the local agency formation commission shall develop and determine the sphere of influence of each local governmental agency within the county. As used in this section "sphere of influence" means a plan for the probable ultimate physical boundaries and service area of a local governmental agency. Among the factors considered in determining the sphere of influence of each local governmental agency, the commission shall consider:
 - a. The maximum possible service area of the agency based upon present and possible service capabilities of the agency.
 - b. The range of services the agency is providing or could provide.
 - c. The projected future population growth of the area.
 - d. The type of development occurring or planned for the area, including, but not limited to, residential, commercial, and industrial development.

A-2

Adopted 9/18/74
Revised 6/18/75

- e. The present and probable future service needs of the area.
 - f. Local governmental agencies presently providing services to such area and the present level, range and adequacy of services provided by such existing local governmental agencies.
 - g. The existence of social and economic interdependence and interaction between the area within the boundaries of a local governmental agency and the area which surrounds it and which could be considered within the agency's sphere of influence.
 - h. The existence of agricultural preserves in the area which could be considered within an agency's sphere of influence and the effect on maintaining the physical and economic integrity of such preserves in the event that such preserves are within a sphere of influence of a local governmental agency."
3. "The Commission shall periodically review and update the spheres of influence developed and determined by them."
 4. "The spheres of influence, after adoption, shall be used by the commission as a factor in making regular decisions on proposals over which it has jurisdiction. The commission may recommend governmental reorganizations to particular agencies in the county, using the spheres of influence as the basis for such recommendations...."

II

DEFINITIONS

1. County: San Mateo County.
2. Essential Services: Those basic services necessary to protect the health, safety, and general well-being of a community, including but not limited to police, fire, water, sanitation, etc.
3. General Purpose Government: A city or county government.
4. LAFCo: San Mateo Local Agency Formation Commission.
5. Local Agency: A city or a special district.
6. Regional Agencies: Association of Bay Area Governments, Central Coast Regional Coastal Zone Conservation Commission, etc.
7. Sphere of Influence: A plan for the probable ultimate physical boundaries and service area of a local agency.
8. Urban Services: Those services which are provided to an urban area including, but not limited to, essential services.

9. Urbanization: The individual or cumulative development causing a rural, less populated area, to change into a more densely populated urban area: See Urbanized Areas.
10. Urbanized Areas:
- a. Incorporated areas of 2,500 inhabitants or more as enumerated in the most recent census.
 - b. Incorporated areas of less than 2,500 inhabitants which form a contiguous boundary with incorporated areas of at least 25,000 inhabitants or which share a boundary with other incorporated areas which do have a contiguous boundary with municipalities of at least 25,000 inhabitants.
 - c. An unincorporated area of 400 or more inhabitants, or a chain of unincorporated areas in a closely settled area, which are adjacent to an incorporated place of at least 4,000 inhabitants shall be considered urban.
 - d. Unincorporated enclaves within an area defined as urban shall also be classified as urban.
11. Agricultural Preserve: An area as defined in subdivision [d] of Section 51201 of the Government Code.

III

GENERAL

1. It is the intent of LAFCo to support the viability of local governmental agencies providing essential services. Local agencies should be so constituted and organized as to best provide for the economic and social needs of the county and its communities, efficient governmental services for orderly land use development, and controls required to conserve environmental resources. The public interest will be served by considering "resources" in a broad sense to include ecological factors, such as open space, wild life and agricultural productivity, in addition to the commonly accepted elements of land, water and air. LAFCo intends for its sphere of influence plans to serve as a master plan for the future organization of local government within this metropolitan county.
2. It is an intention of LAFCo to use spheres of influence as a tool to discourage urban sprawl as well as to encourage the orderly changes of organization of local government agencies.

including annexations, consolidations, formations and reorganizations. LAFCo recognizes the inter-relationship of spheres of influence, annexations and other changes of organization, market values for land, and pressures for the premature development of undeveloped land. For example, annexation to a local agency of territory outside that agency's sphere of influence will inevitably increase property values and assessments of similarly-situated territory, thus artificially creating pressures for premature development.

3. LAFCo recognizes the limited usefulness of long-term projections. The accuracy of projections decreases with an increasing number of years from the date of the projection. Consequently, the spheres of influence adopted by LAFCo delineate limits for probable future growth within the next twenty years as reflected in the general plans of the various cities and the county.
4. Once established, a sphere of influence shall be a declaration of policy which shall be a primary guide to LAFCo in the determination of any proposal concerning incorporated cities or special districts and territory adjacent thereto. Any such sphere of influence may be amended from time to time and its application in any particular case shall depend upon its applicability under the precise facts of that particular case. If LAFCo approves a change of organization inconsistent with the adopted sphere of influence of a local agency, LAFCo shall amend the sphere of influence of that local agency at the time of approval.
5. LAFCo discourages the proliferation of local governmental agencies and the existence of overlapping public service responsibilities. The formation of new special districts within existing city or special district spheres of influence is to be discouraged.
6. It is the intent of LAFCo to encourage the rationalization of local government through the elimination or consolidation of small, single-purpose districts. Wherever the full range of urban services is required, general-purpose governments are preferred to special districts for the provision of services.
7. LAFCo recognizes that some political boundaries may be artificial, dividing what may, in fact, be a single community or communities. Existing local government agencies are encouraged to investigate the feasibility of political and functional consolidation in implementation of LAFCo spheres of influence determinations.

8. An existing local agency may be allocated a zero sphere of influence which encompasses no territory. Such may be the case where LAFCo determines after due consideration of all factors that the public service responsibilities and functions of one local agency should be re-allocated to some other unit of government and that, ultimately, the local agency which has been assigned a "zero sphere of influence" should cease to exist.
9. LAFCo recognizes that there may be significant inter-dependency among service decisions and other aspects of policy determination. In urban areas requiring the full range of urban services, services should be provided and decisions made by a single, general purpose government rather than by overlapping local agencies. All lands for new subdivision or industrial development having a limited geographic impact and which are within a designated city sphere of influence should be annexed to the city prior to development.
10. Existing, highly urbanized, unincorporated areas with special financial and social problems may be the subject for a special designation of "lands under study" until such time as a final decision may be reached as to how the area should be provided urban services.
11. All areas within the county not included within a city sphere of influence should not be subject to urbanization until such time as a complete study can be made by the appropriate planning and administrative departments of the county, adjacent cities and LAFCo.
12. Areas designated for open space, recreation, or the preservation of the natural or land resources (i.e., agricultural preserves) within the county by regional agencies, the county or local agencies and not assigned to the sphere of influence of a local agency shall not be considered eligible for an extension of an urban level of services.
13. The San Mateo Local Agency Formation Commission shall adopt, amend, or revise spheres of influence after a public hearing called and held for that purpose. At least 15 days prior to the date of any such hearing, the Executive Officer shall give mailed notice of hearing to each affected local agency and the County, and to any interested party who has filed a written request for such notice with the Executive Officer. In addition, at least 15 days prior to the date of any such hearing,

the Executive Officer shall cause notice of the hearing to be published in a newspaper of general circulation which is circulated within the territory affected by the sphere of influence proposed to be adopted.

LAFCo may continue from time to time any sphere of influence hearing. At any sphere of influence hearing, LAFCo shall hear and consider oral or written testimony presented by any affected local agency, the County, or any interested person who wishes to appear.

14. All previously adopted standards for evaluation of spheres of influence are hereby repealed.

IV

ALLOCATION OF TERRITORY TO CITY SPHERES OF INFLUENCE

1. Among the factors to be considered by LAFCo in determining spheres of influence are those more fully enumerated in Section 54774 of the Knox-Nisbet Act.
2. Before assignment of an unincorporated urbanized area to a city is made, the city should be able to demonstrate that they have the financial capabilities to adequately provide the necessary urban services (i.e., police, fire, water, sanitary, recreation, and storm drainage, etc.); or that the required services are already being provided by private companies or larger multi-purpose special districts.
3. LAFCo will consider which city will naturally or most likely inherit and can best cope with the problems resulting from urbanization. Among those problems LAFCo may consider the following factors:
 - a. The source of automobile, bus and truck traffic causing congestion.
 - b. Impacts of residential, commercial, and industrial noise and artificial lighting.
 - c. Methods available for the preservation and development of a stable economic, social and ethnic balance.
 - d. Methods available to the local agency which can provide a broad base for citizen participation.
 - e. Policies and practices of the local agency which can provide for the preservation and development of a balance between residential, commercial, industrial, agricultural and open space land uses.
 - f. Topographic factors.

4. Consideration should be given to the effect of the growth of the city and the extension of urban services on the county government structure as well as adjacent single and multiple purpose districts, and the adjacent cities.
5. Consideration should be given to the existence of agricultural preserves and open space lands in the area and the effect of the growth of the city and the extension of urban services on or adjacent to existing open space lands, agricultural lands and agricultural preserves. Such consideration shall include but not be limited to the physical and economic impacts on such lands and the ability of maintaining the viability and economic integrity of lands in an agricultural preserve.
6. Ultimate city boundaries should not create islands or corridors unless these areas are designated or reserved for open space or regional facilities which are best left unincorporated.
7. An analysis should be made of the need for the established community, city and special district services; the present cost and adequacy of governmental services; probable future needs for such services; probable effect of the immediate and long range development within the proposed sphere of influence.
8. Consideration should be given to alternate courses of action for providing urban governmental services, and to their fiscal and economic consequences.
9. Studies should be made of population, population density and proximity to other populated areas; land use and land area; per capita assessed valuation; and per capita income.
10. Publicly owned properties, other than city facilities, which require urban services such as police and fire protection (convention centers, airports, race tracks, regional parks) should be analyzed on an individual basis before they are included or excluded from the corporate limits of a city. If the facility is to be included, consideration should be given to alternatives in which the public agency owning the property can pay the subject city an equitable sum in lieu of taxes to offset the cost of the urban services.
11. The intent of each city's rezoning policies and plans should be reviewed as to how they relate to the areas designated as open space by a regional agency or the County General Plan. LAFCo should call attention to inconsistencies among city, county, and regional general plans and strive to get the affected jurisdictions to reconcile the differences.

V

ALLOCATION OF TERRITORY TO
SPECIAL DISTRICT SPHERES OF INFLUENCE

1. Among the factors to be considered by LAFCo in determining spheres of influence are those more fully enumerated in Section 54774 of the Knox-Nisbet Act.
2. Before assignment is made, the district should be able to demonstrate that they have the financial capabilities to adequately provide its specific service.
3. LAFCo will consider which district will naturally or most likely inherit and can best cope with the problems resulting from present and projected land uses. Among those problems LAFCo may consider the following factors:
 - a. The source of automobile, bus and truck traffic causing congestion.
 - b. Impacts of residential, commercial, and industrial noise and artificial lighting.
 - c. Methods available for the preservation and development of a stable economic, social and ethnic balance.
 - d. Methods available to the local agency which can provide a broad base for citizen participation.
 - e. Policies and practices of the local agency which can provide for the preservation and development of a balance between residential, commercial, industrial and open space land uses.
 - f. Topographic factors.
4. Consideration should be given to the effect of the growth of the district and the extension of services on the County government structure as well as adjacent single and multiple purpose districts and the adjacent overlapping cities.
5. Ultimate district boundaries should not create islands or corridors unless these areas are designated or reserved for

open space or regional facilities which are best left without the provision of services.

6. An analysis should be made of the need for the established community, city, and special district services; the present cost and adequacy of governmental services; probable future needs for such services; probable effect of the immediate and long range development within the proposed sphere of influence.
7. Consideration should be given to alternate courses of action for providing urban governmental services, and to their fiscal and economic consequences.
8. Studies should be made of population, population density and proximity to other populated areas; land use and land area; per capita assessed valuation; and per capita income.
9. Publicly owned properties, other than city facilities, which require urban services such as police and fire protection (convention centers, airports, race tracks, urban parks) should be analyzed on an individual basis before they are included or excluded from the corporate limits of a special district. If the facility is to be included, consideration should be given to alternatives in which the public agency owning the property can pay the subject district an equitable sum in lieu of taxes to offset the cost of the urban services.
10. The intent of each special district's plans for extending services should be reviewed as to how they relate to each city's rezoning policies and plans and the areas designated as open space by a regional agency or the County General Plan, and each city's General Plan. LAFCo should call attention to inconsistencies between city, county, regional General Plans and special district plans and strive to get the affected jurisdictions to reconcile the differences.
11. Special districts are the appropriate agencies to provide essential services in areas in which only a limited range of services is required or, if a full range of urban services is required and where it is not feasible for those services to be provided by a single city.

12. Where a special district is coterminous with, or lies substantially within, the boundary or sphere of influence of a general purpose government which is capable of assuming the public service responsibilities and functions of that special district, the special district may be allocated a designation of a zero influence which encompasses no territory.
13. Where it is feasible, cities should be encouraged to expand the types of services which they can provide if no multi-city single-purpose or multi-purpose special district is available.
14. Where two or more single-purpose special districts providing the same service are contiguous, those districts may be allocated a consolidated sphere of influence to include the areas served by both districts. This would be the case where LAFCo believes that the particular service should be provided to the entire area by a single local agency.
15. The provision of essential services to multi-city areas may be a role for special districts within urban areas if the affected cities are unable to make contractual arrangements for the similar provision of services by a single, service-vending city or the county. Where such services are or could be available from a single, service-vending city or the county, a special district may be allocated a zero sphere of influence encompassing no territory.
16. Where two or more single-purpose special districts provide services to substantially the same area, they may be allocated zero spheres of influence encompassing no territory. This would indicate the belief of LAFCo that the existing districts should merge with an existing city or cities, or that they consolidate into a single, multi-purpose special district. The provision of services by multi-purpose local agencies is to be preferred over the provision of those services by overlapping, single-purpose special districts.
17. Non-essential services should not be provided by special districts unless there is no other mechanism for the provision of those services. Rather, the responsibility for the provision of those services should belong solely to a general-purpose government which has a mandate to weigh priorities of competing uses for tax revenues.

VI

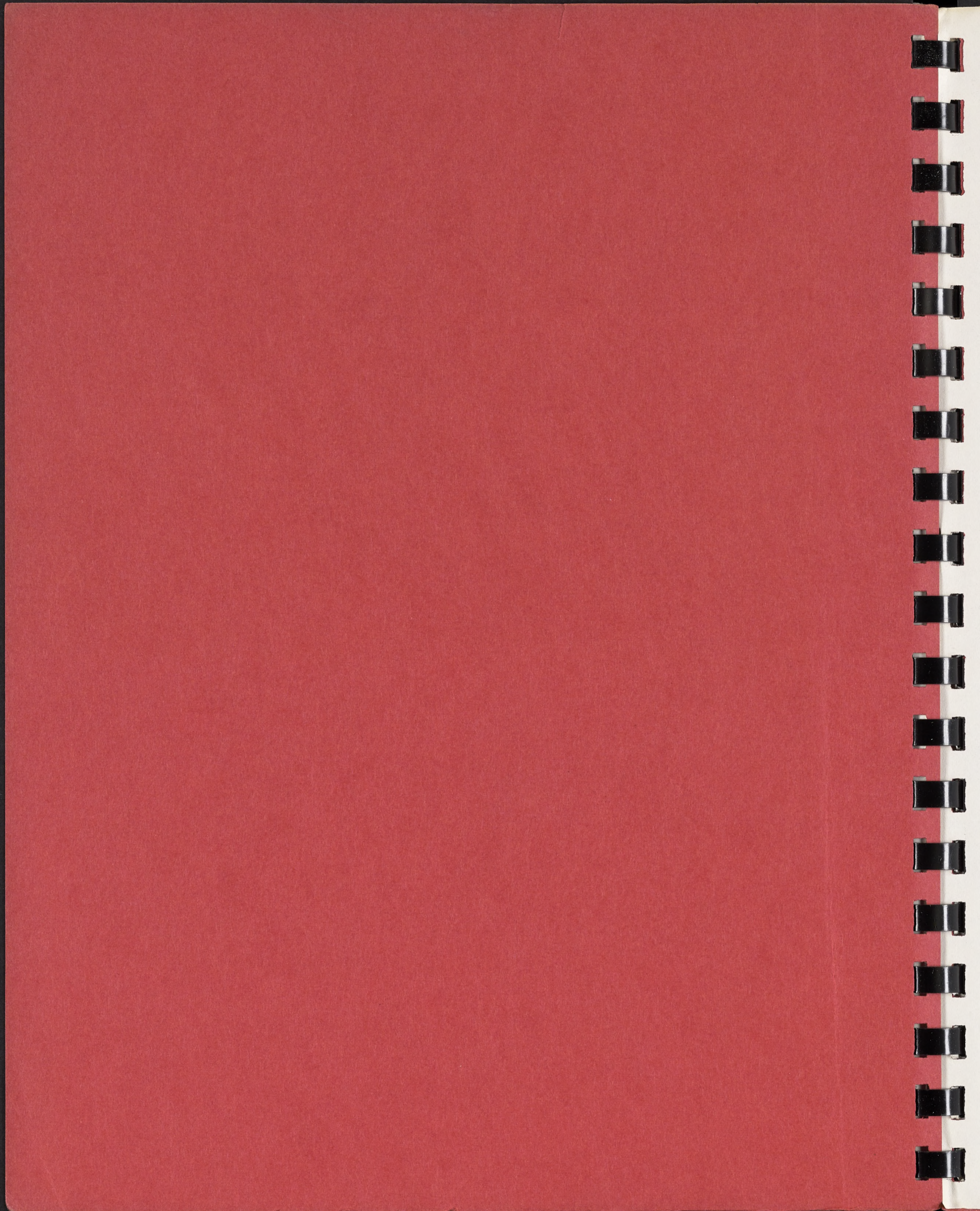
URBAN SERVICE AREAS

1. Urban Service Areas. Spheres of influence adopted by LAFCo delineate limits for probable future growth within the next twenty years as reflected in the general plans of the various cities and the county. In order to avoid urban sprawl within a sphere of influence, urban growth within a sphere of influence should be compact, thereby preserving future land use options. Within each city sphere of influence, an urban service area boundary shall be designated by LAFCo. Urban service areas consist of territory now served by urban facilities, utilities and service agencies, or capable of receiving such services within the next five years, and include the following:
 - a. Urbanized Areas. This includes all existing areas, either incorporated or unincorporated, developed to urban densities.
 - b. Urban Expansion Areas. This consists of vacant land, either incorporated or unincorporated, which is capable of holding urban growth expected within the next five years.

The territory included within urban service areas will be considered by LAFCo to be eligible for annexation to receive urban services within five years. Consideration will be given to city and special district willingness to provide needed services with related time schedules for planned expansion of services within specified time increments. Consideration will be given evidence that a city or special district has or will have the resource capability beyond its own internal needs to provide service within an urban expansion area. Cities and special districts are encouraged to develop Capital Improvement Programs and other plans for the phased extension of services to assist LAFCo in determining logical urban service area boundaries.

2. Urban Transition Areas. Transition areas consist of the residual lands between designated urban service areas and the ultimate sphere of influence boundary. This land will most likely be used for urban expansion within approximately five to fifteen years. LAFCo disfavors and seeks to discourage pressures for the premature, sprawling development of land within urban transition areas. Therefore, territory included within urban transition areas, but not within urban service areas generally, will not be considered eligible for annexation to receive urban services within five years.

**APPENDIX B: LEGAL SERVICE
CAPABILITIES OF PUBLIC AGENCIES**



APPENDIX B

Legal Service Capabilities
of Public Agencies

Key

X Has Legal Capability

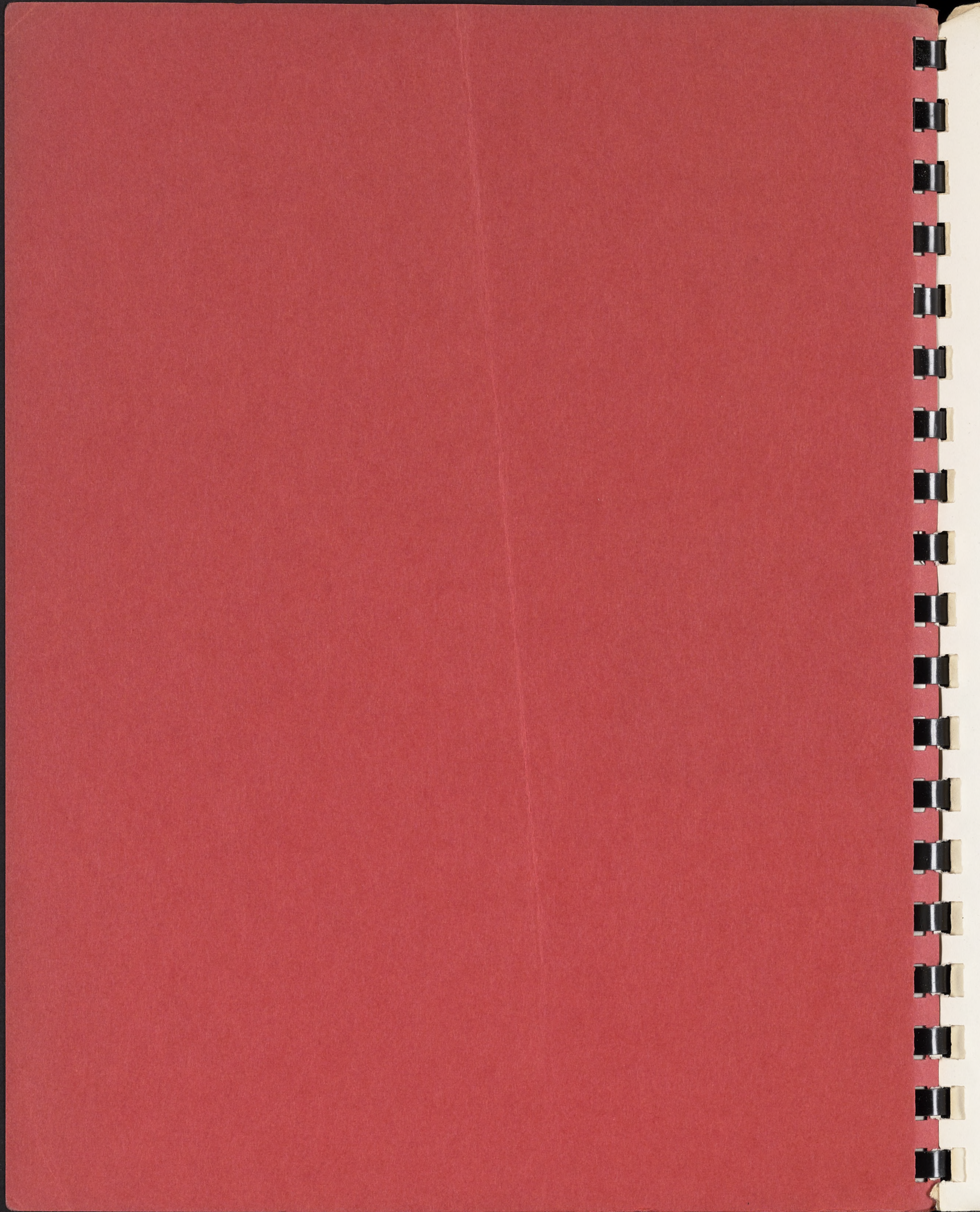
	COUNTY	CITY	COMMUNITY MAIN. DIST.	COMMUNITY SERV. DIST.	CO. SANITATION DIST.	COUNTY SERVICE AREA	COUNTY WATER DISTRICT	CO. WATERWORKS DIST.	FIRE PROTECTION DIST.	GARB. & REF. DISP. 4	HARBOR DISTRICT	HIGHWAY LIGHTING DIST.	HOSPITAL DISTRICT
EMERGENCY SERVICES													
Police Services	X	X		X		X							
Patrol, Surveillance, Response	X	X		X		X							
Prevention and Community Relations	X	X		X		X							
Investigation and Detection	X	X		X		X							
Records and Identification	X	X		X		X							
Technical Services (Lab., Training)	X	X		X		X							
Detention	X	X		X		X							
Traffic Control		X		X									
Fire Services		X		X		X			X				
Prevention (Codes, Inspection, Education, Research)	X	X		X		X			X				
Control	X	X		X		X			X				
Detection	X	X		X		X			X				
Attack and Rescue	X	X		X		X			X				
Support (Equip. Mainte. Training)	X	X		X		X			X				
Ambulance				X		X			X				X ⁸
Dispatch and Communications	X	X		X		X		X	X				
WATER SUPPLY													
Conservation and Reclamation	X	X				X		X	X				
Production	X	X				X		X	X				
Treatment	X	X				X		X	X				
Distribution	X	X		X		X		X	X				
SANITARY WASTE DISPOSAL													
Collection	X	X		X		X		X	X				
Treatment	X	X		X		X		X	X				
Disposal	X	X		X		X		X	X				
Reclamation	X	X				X							
SOLID WASTE DISPOSAL													
Collection	X	X		X		X							
Street Sweeping	X	X				X		X					
Disposal	X	X		X		X		X			X		
COMPREHENSIVE PLANNING AND LAND USE CONTROL													
Information, Research, Policy Guidance	X	X											
Enforcement	X	X											
Budgeting	X	X											
LEISURE TIME SERVICES													
Library	X	X		X		X							
Parks, Open Space Development, Maintenance	X	X		X		X							
Youth Recreational Facilities & Programs	X	X		X		X							
Playgrounds, Playfields	X	X		X		X							
Indoor Facilities	X	X		X		X							
Adult Recreational Facilities & Programs	X	X		X		X		X	X				
Harbor - Const., Mainte., Administration											X		
TRANSPORTATION													
Intercommunity Road Maintenance, Const.	X	X				X							
Local Streets													
Maintenance, Construction	X	X		X		X							
Lighting	X	X		X		X							
Control, Accident Prevention	X	X		X		X							
Public Transit	X	X				X							
Public Airports- Construction & Maintenance	X	X		X									
GENERAL ADMINISTRATION AND MANAGEMENT													
OTHER													
Mosquito Abatement	X	X		X		X							
Television Translator Stations						X							

1. If majority of voters in the district, voting in an election, approve.
2. Structural fire protection
3. Television translator station facilities and service.
4. No new districts have been formed since October 1, 1961.
5. Maintenance of improvements constructed under the Improvement Act of 1911, including landscaping, lighting and sewers. Maintenance includes replacement of obsolete equipment. (Refer to #5101 for improvements authorized)
6. A district may use any water under its control for recreational purposes and in connection therewith may acquire, construct, maintain and operate any works or facilities appropriate or ancillary to the recreational use of water.
7. Powers almost identical to County Maintenance District, except confined to maintenance of lighting; not tied to 1911 Improvement Act.
8. Provides hospital services, including nursing homes and other incidental facilities.

Key
X Has Legal Capability

1. Extermination of mosquitos, flies and other insects, rats. Undertakes algae research, control and monitoring projects.
2. Powers include the cleaning, repair, reconstruction, renewal, replacement, operation and maintenance of lateral and connecting sewers in it. May also contract for joint acquisition, construction or use of sewage facilities.
3. Powers include reclaiming and protecting lands from overflow and flood waters including the power to irrigate land both inside and outside district.
4. Includes only works to provide for the drainage of roads, streets, and public places, including but not limited to, curbs, gutters, sidewalks, and pavement of streets.
5. Powers include operating any soil conservation, water conservation, water distribution, erosion control or erosion prevention project in the district.
6. The Estero and Guadalupe Valley Municipal Improvement Districts are both Special Acts of the Legislature.

**APPENDIX C: DALY CITY RECREATION
"ADMINISTRATIVE PLANNING
BUDGET"**



APPENDIX C

DALY CITY

"Administrative Planning Budget" For Recreation Facilities, Parks, and Open Space, 1975

1975 through 1980

Three Tot Lots	\$ 75,000
Bayshore Major Park-Library Site (noted as Carter-Martin in 1968 General Plan)	
Acquisition	400,000
Development Phase I	200,000
Lincoln Park Expansion	
Acquisition (Phase II)	270,000
Acquisition (Phase III)	285,000
Mussel Rock Coastline Park	
Planning Studies	37,000
Improvement Phase I	150,000
Improvement Phase II	250,000
Hillside Park (noted as Castle St. Park in General Plan)	
Acquisition	280,000
Improvement Phase I	200,000
Bayshore (Midway Village) Park	
Improvements	100,000
Gellert Park Clubhouse	120,000
Reservoir 5B Tennis Courts	170,000

1980 - 1995

Lincoln Park Community Center; Gym	\$800,000
Gellert Park Community Center; Gym	800,000
Bayshore Park Community Center; Gym	800,000
Lincoln Park Expansion	*
Bayshore Park Improvement; Phase II	*
Mussel Rock Coastline Park Improvements - Phase II	*
Hillside Park Improvements, Phase II	*
Marchbanks Park Clubhouse	*
Civic Auditorium	*
Northridge Park Clubhouse	*
Swimming Pools (2)	*

* As Funds Available

SOURCE: Daly City City Manager's Office

DALY CITY PUBLIC LIBRARY
DALY CITY, CALIFORNIA



